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city of napa GENERAL PLAN


1986 update

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CITY OF NAPA
1982 GENERAL PLAN

AND
ENVIRONMENTAL IMPACT REPORT

Adopted
February 8, 1983
Resolution 83-19

Updated and Reprinted
October, 1986

RESOLUTION NO. 83-19

A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF NAPA APPROVING
AND ADOPTING THE 1982 GENERAL PLAN AND ENVIRONMENTAL IMPACT REPORT

WHEREAS, a duly and lawfully noticed public hearing was conducted by a joint meeting of the Napa City Council and Napa Planning Commission on December 9, 1982 to consider public testimony on the 1982 General Plan and Environmental Impact Report; and

WHEREAS, said public hearing was continued to December 16, 1982 to consider further public testimony on the 1982 General Plan and Environmental Impact Report and on December 16, 1982 such continued public hearing was conducted; and

WHEREAS, on January 13, 1983, the Planning Commission of the City of Napa held a public hearing noticed in accordance with the legal requirements to consider public testimony on the 1982 General Plan and Environmental Impact Report; and

WHEREAS, the Planning Commission considered all written and oral testimony presented at each of these hearings prior to determining to approve the 1982 General Plan Update and Environmental Impact Report; and

WHEREAS, on January 13, 1983, the Planning Commission adopted Resolution No. 83-A recommending that the City Council approve and adopt the 1982 General Plan Update and Environmental Impact Report as modified by those recommendations found in the Minutes of the Planning Commission meeting of January 13, 1983; and

WHEREAS, the City Council has considered the comments received from the State Department of Housing and Community Development relating to the Housing Element contained in the 1982 General Plan Update and Environmental Impact Report; and

WHEREAS, a response to each written and oral comment received from the public (including the State Clearinghouse, State Department of Housing and Community Development, and State agencies which offered responses) was prepared by Robert Ironside and Associates, General Plan Consultant to the City of Napa and these responses were considered by the City Council prior to determining to approve the 1982 General Plan Update and Environmental Impact Report; and

WHEREAS, Section 15148 of the CEQA Guidelines provides that the requirements for an EIR on a local general plan will be satisfied by the general plan and no separate EIR will be required if the general plan addresses all the points required to be in an EIR by Article 9 of the CEQA Guidelines and the document contains a special section identifying where the general plan document addresses each of the points required;

NOW, THEREFORE, BE IT RESOLVED by the City Council of the City of Napa, that:

Section 1. The requirements for an Environmental Impact Report on a local general plan imposed by Public Resources Code S21100 et seq have been satisfied by the 1982 General Plan Update and Environmental Impact Report since the General Plan addresses each of the points required to be in an EIR by Sections 15140-15151 of the "CEQA Guidelines" and the 1982 General Plan Update and Environmental Impact Report contains, at pages 15-36, information relative to the environmental effects of the described General

Plan Update policies as well as the other points required to be in an EIR.

Section 2. The 1982 General Plan Update and Environmental Impact Report contains a section at pages 15-16 identifying where the general plan document addresses each of the points required to be discussed as described in S15148 of the CEQA Guidelines.

Section 3. Greater specificity concerning certain environmental consequences and potential mitigation measures will be feasible at the project level review or in connection with the future assessment of a proposed General Plan policy and refinement of certain policies and their environmental consequences will be considered and imposed by the City Council and responsible agencies as a condition of future discretionary actions taken in connection with the implementation of this General Plan Update.

Section 4. The 1982 General Plan Update and Environmental Impact Report fails to identify any significant adverse environmental effects to this project as more fully described on the Environmental Assessment Matrix contained in the document.

Section 5. The 1982 General Plan Update and Environmental Impact Report was processed and completed in accordance with the procedures and policies set forth in CEQA, the implementing State CEQA Guidelines, the OPR General Plan Guidelines, the State Planning Law (specifically Government Code S65300 et seq).

Section 6. The 1982 General Plan Update and Environmental Impact Report is hereby adopted and approved by the City Council based upon the findings and statements contained in this Resolution.

I HEREBY CERTIFY that the foregoing resolution was duly and regularly adopted by the City Council of the City of Napa at an adjourned regular meeting of said City Council held on the 8th day of February, 1983, by the following roll call vote:

AYES: Stone, Austin and Moore

NOES: Joell and Crawford

ABSENT: None

ATTEST: Patricia Means
CITY CLERK OF THE CITY OF NAPA

TABLE OF CONTENTS

	Page
INTRODUCTION	1-1
General Plan Elements	1-2
Scope of General Plan Update and Planning Process	1-3
MAJOR ISSUES	2-1
SETTING	3-1
Regional Setting	3-2
Population and Housing Characteristics	3-2
Availability of Services	3-3
Water	3-3
Sewage Treatment	3-3
Storm Drainage	3-4
Fire and Police Protection	3-4
Circulation	3-4
Schools	3-5
Environmental Constraints	3-5
Financial Limits	3-6
MAJOR GOALS OF THE PLAN	4-1
ENVIRONMENTAL IMPACT OF GENERAL PLAN UPDATE	5-1
Introduction	5-1
Background	5-1
Satisfaction of General Plan EIR Requirements	5-1
Environmental Assessment Matrix	5-9
LAND USE ELEMENT	6-1
Introduction	6-1
General Plan Map Designations	6-1
Land Use Descriptions	6-3
Residential Uses	6-3
Clustered Development	6-3
Special Residential	6-5
Commercial Development	6-5
Industrial Development	6-6
Public and Quasi-Public Facility	6-6
Park and Greenbelt	6-6
Study Area	6-7
Planning Areas	6-7
Rural/Urban Limit Line (RUL)	6-7
Flood Hazard Areas	6-8
Implementation	6-9
Introduction	6-9
Consistency Provisions in State Law	6-9
Zoning and Consistency	6-11
Subdivisions and Consistency	6-11
The Housing Element and Consistency	6-11
Increased Intensity of Development	6-12
Standards for Rezoning to Increase Intensity of Use	6-13
Consistency of Land Uses with the General Plan	6-15

	Page
Planning Areas	6-16
Planning Area 1--Salvador	6-18
Planning Area 2--Dry Creek	6-25
Planning Area 3--Linda Vista	6-29
Planning Area 4--Crescent	6-31
Planning Area 5--Milliken/Sarco	6-43
Planning Area 6--Alta Heights	6-49
Planning Area 7--Beard	6-53
Planning Area 8--Lincoln	6-60
Planning Area 9--Central Napa	6-64
Planning Area 10--Pueblo	6-69
Planning Area 11--Browns Valley	6-73
Planning Area 12--Foster	6-80
Planning Area 13--Shearer	6-88
Planning Area 14--Terrace/Shurtleff	6-91
Planning Area 15--Southeast Napa	6-98
Planning Area 16--River West	6-109
Policies	6-115
A. Rural/Urban Limit (RUL)	6-115
B. Residential Development	6-115
C. Commercial Development	6-118
D. Industrial Development	6-119
Implementing Actions	6-120
 CIRCULATION ELEMENT	 7-1
Introduction	7-1
Circulation Element Goals	7-3
Circulation System Designation	7-4
Circulation Element Policies	7-7
A. Designated Circulation System Continuity	7-7
B. Level of Service	7-8
C. Arterial and Collector Frontage Access and Land Uses	7-10
D. Crucial Corridors	7-11
E. Priorities	7-16
F. Neighborhood Commercial	7-17
G. Bikeways	7-17
H. Public Transit	7-20
I. Street Standards	7-22
J. Costs and Funding of Street Improvements	7-24
K. Regional Transportation Plan	7-25
Appendix A	7-26
Levels of Service Interpretation	7-26
 SCENIC HIGHWAYS ELEMENT	 8-1
Introduction	8-1
Background	8-1
Procedures	8-1
A. Master Plan	8-2
B. Corridor Survey and Highway Facility Study	8-2
C. Local Jurisdiction's Plan and Program	8-3
D. Designation by Director of the Dept. of Transportation	8-4
Revocation of Designation	8-4
Other Scenic Highways	8-4

	Page
SEISMIC SAFETY/SAFETY ELEMENTS	9-1
Introduction	9-1
Background	9-2
Environmental Setting	9-3
Geology	9-3
Topography	9-3
Soils	9-4
Potential Hazards	9-6
Seismic Hazards	9-6
Ground Shaking	9-6
Geologic (Non-Seismic) Hazards	9-8
Flood Hazard Area	9-13
Fire Hazard	9-16
Police	9-19
Hazardous Materials	9-20
Hazard Response	9-21
Water System	9-21
Minimum Street Widths	9-21
Evacuation Routes	9-21
Emergency/Disaster Planning	9-22
Concept of Risk	9-22
Goals, Policies and Implementation Actions	9-24
Goals	9-24
Policies	9-24
Implementing Actions	9-26
References	9-28
HOUSING ELEMENT	10-1
Introduction	10-1
Purpose	10-1
Intent	10-1
Review and Evaluation	10-1
Attainment of State Housing Goal	10-2
Effectiveness of Housing Element	10-2
Implementation Progress	10-3
Community Profile	10-3
The Region	10-3
Population	10-4
Housing	10-4
Household Characteristics	10-8
HOUSING NEEDS ASSESSMENT	10-9
Purpose	10-9
Housing Needs Based on Projected Population Growth	10-9
Housing Needs Based on Projected Employment Growth	10-11
Employment Trends	10-11
Projected Employment	10-12
Labor Force Changes	10-16
Employment Based Housing Needs	10-17
Relationship of Wage/Salary Levels to Housing Cost	10-17
Need for Cooperation	10-17
Regional Housing Needs	10-19
Relationship of Housing Needs to 75,000/year 2000 Policy	10-21
Housing Units Added Since 1980	10-23
Inventory of Land Suitable for Residential Development	10-24
Napa Land Use/Vacant Land Inventory	10-24

	Page
Special Needs	10-26
Elderly/Senior Citizens	10-26
Handicapped Persons	10-27
Large Families	10-29
Overcrowding	10-29
Single-Parent Households	10-30
Farmworkers	10-30
Emergency and Temporary Shelter Needs	10-31
Market Constraints	10-32
Governmental Constraints	10-45
HOUSING PROGRAMS	10-48
Development of Housing	10-48
Goals, Policies and Programs to Develop Housing and Improve Affordability	10-50
Goals, Policies and Programs for the Conservation of Energy	10-62
Goals, Policies and Programs for the Improvement of Housing	10-63
Goals, Policies and Programs for the Maintenance of Housing	10-65
Goals, Policies and Programs for Equal Opportunity in Housing	10-68
Review and Update	10-69
TECHNICAL APPENDIX	
A - 1985 and 1990 Estimated Housing Needs Based on Projected Population and Households Contained in ABAG's Projections '85	10-70
B - 1990 Housing Needs and Population Estimate Based on ABAG's and SRI's Projected Employment Growth Between 1980 and 1990	10-72
C - 1990 RUL Population Based on ABAG's Regional Housing Needs Figures	
D - Estimated Household Population, Housing Units Needed for Population of 75,000 by the Year 2000	10-75
E - Estimated Holding Capacity for Vacant, Undeveloped and Underutilized Land within the RUL Line Based on Density Ranges of the 1982 General Plan	10-77
F - Review of Administrative Draft by State Department of Housing and Community Development	10-80
HISTORIC PRESERVATION ELEMENT	11-1
Introduction	11-1
Importance of Historic Preservation	11-2
Cultural Benefits	11-2
Economic Benefits	11-3
Social Benefits	11-4
Planning Benefits	11-4
Historical Overview	11-5
Geologic History	11-5
The Native American Indians	11-5
The Mexican Era and Early Settlement	11-6
The Agricultural Era	11-7
The City of Napa is Born	11-8
Physical Development	11-12
Historic Preservation	11-24
Napa County Historic Resources Survey	11-25
Inventory Criteria	11-25
Methodology	11-26
Other Agencies	11-26

	Page
Policies	11-27
Implementation	11-28
Historic Preservation Ordinance	11-28
City of Napa Historic Resources Inventory	11-28
City Review of Development Policies and Program	11-29
Reuse of Architecturally and/or Historically Significant Structures	11-29
Design Guidelines	11-30
Public Awareness and Educational Programs	11-30
Coordination of Historic Preservation Programs Among Government Agencies	11-31
Bibliography	11-33
 CONSERVATION ELEMENT	12-1
Introduction	12-1
Local Resources Analyses	12-2
Soil: Erosion and Sedimentation	12-2
Vegetation and Wildlife Habitats	12-2
Marshes and Wetlands	12-5
Riparian and Stream Habitats	12-6
Grasslands, Chaparral and Wooded Areas	12-7
Rare and Endangered Plants and Animals	12-8
Water Quality	12-9
Air Quality and Climate	12-12
Energy Conservation	12-14
Archaeological Resources	12-15
Water Conservation	12-16
Mineral Resources	12-17
Goal, Policies, Actions	12-17
Goal	12-17
General Policies Statement	12-17
A. Managed Production of Natural Resources	12-17
B. Conservation of Natural Resources	12-19
 OPEN SPACE ELEMENT	13-1
Introduction	13-1
The Value of Open Space	13-2
Open Space Issues	13-3
Greenbelt Areas	13-4
Recreation	13-6
Scenic Resources/Community Character	13-6
Wildlife Habitat Areas	13-6
Public Health and Safety	13-7
Community Facilities	13-7
Goal, Policies	13-7
Goal	13-7
Policies	13-9
Implementing Actions	
 NOISE ELEMENT	14-1
Introduction	14-1
Noise and Its Effects	14-1
Background	14-3
Noise Measurement	

	Page
Noise in Napa	14-4
Noise Exposure Inventory	14-5
Future Noise	14-8
Future Noise Exposure	14-9
Noise Criteria for Land Use Planning	14-11
Relationship to Other General Planning	14-14
Goals	14-15
Policies	14-15
Implementing Actions	14-15
Appendix	14-17
Definitions	14-17
Effects of Structures and Vegetation	14-21
Structural Improvements for Noise Reduction	14-21
 RELATIONSHIP OF PLAN WITH OTHER AGENCIES	 15-1
Napa County	15-1
Local Agency Formation Commission (LAFCOM)	15-2
Association of Bay Area Governments (ABAG)	15-2
Bay Area Air Quality Management District (BAAQMD)	15-2
State/Regional Water Quality Control Board	15-2
Metropolitan Transit Commission (MTC)	15-3
State Resources Agency	15-3
The California Department of Transportation (CalTrans)	15-3
State Lands Commission	15-3
The State Office of Planning and Research (OPR)	15-4
U.S. Army Corps of Engineers	15-4
Soil Conservation Service, U.S. Department of Agriculture	15-4
 ORGANIZATIONS AND PERSONS CONTACTED	 16-1
 ACKNOWLEDGEMENTS	 17-1
 Response to comments and minutes of public hearing available from Napa Planning Department at 1600 First Street, Napa, California	

ILLUSTRATIONS

Regional Location Map	3-1
Community Facilities Map	3-7
Cluster Concept Map	6-4
Planning Areas Map	6-16
Salvador	6-20
Dry Creek	6-26
Linda Vista	6-31
Crescent	6-38
Milliken/Sarco	6-44
Alta Heights	6-50
Beard	6-55
Lincoln	6-62
Central Napa	6-66
Pueblo	6-70
Browns Valley	6-75
Foster	6-82
Shearer	6-89
Terrace/Shurtleff	6-93
Southeast Napa	6-100
River West	6-110
Circulation System Improvements Map	7-5
Bicycle Circulation Map	7-19
Transit Map	7-21
Street Standards	7-23
Soils Classification Map	9-5
Seismic Hazards Map (Liquefaction and Faults)	9-9
Slope Map	9-10
Seismic Hazards Map (Dam Inundation)	9-12
Flood Hazard Map	9-15
Fire Response Radii and Hazard Map	9-17
Water Pressure Zone Map	9-18
Historical Development, City of Napa	11-11
Historic Districts Maps	11-15
Downtown	11-16
Napa Abajo	11-17
St. John's	11-18
Spencer	11-19
West Napa	11-20
East Napa	11-21
Calistoga Avenue	11-22
Alta Heights	11-23
Fuller Park	11-32
Historically Sensitive Area, Central Napa	12-4
Marshes and Riparian Habitats Map	14-6
Noise Contours Map	

INTRODUCTION

The Napa General Plan is an expression in text and maps of how the community intends to develop through the twentieth century. The land use designations, policies and implementing actions expressed in the General Plan will guide City officials and citizens in making decisions on City expenditures for public facilities, in designing and regulating development proposals, and in maintaining and enhancing the City's social, environmental and economic condition.

By law (State Government Code Section 65300), every City and County must prepare and adopt "a comprehensive, long-term General Plan for the physical development" of the community. The General Plan is comprehensive in that it addresses all aspects of the community's environment. Seven General Plan elements are mandatory under State law: Land Use, Circulation, Housing, Conservation, Open Space, Safety, and Noise. Other elements may be included as appropriate.

The General Plan is long-term in that it projects population changes and responds to anticipated community needs for the future, approximately twenty years. However, no one can predict the future. Thus, it is important to view the General Plan as a process: a framework for responding to anticipated and unanticipated events in a manner that reflects the citizens' desires for a clean, productive, balanced community. The plan must be flexible enough to allow adjustments for changes in technology, conditions and attitudes. To be useful, the plan should be reviewed regularly and revised when necessary to be kept current, at least every three to five years.

The General Plan expresses the objectives, principles and standards for the City's development and regulates the use of land in that development proposals must be consistent with the General Plan. More detailed regulation occurs through zoning, as well as subdivision, grading and other ordinances, and through the City's operating and capital budgets. The zoning ordinance and map and subdivision ordinance should be reviewed closely after adoption of the General Plan to avoid discrepancies in the City's land use controls.

The plan's level of detail may vary according to the certainty of land use decisions. In built-up areas where infill is anticipated, it is possible to be fairly specific about proposed uses. In open areas where larger, planned developments may occur, it is desirable to be more general in recommendations to encourage flexible site design and to avoid numerous general plan amendments.

The California Environmental Quality Act (CEQA) requires the identification and mitigation of environmental impacts resulting from the General Plan update. CEQA requirements have been satisfied by incorporating the environmental impact analysis into the plan text. A summary keys required CEQA findings to specific sections of the plan.

General Plan Elements

Government Code Section 65302 states the required contents of the seven mandatory elements. These are:

Land Use Element designates the general distribution, location and extent of land uses, including housing, business, industry, open space, agriculture, natural resources, recreation, scenic areas, public grounds, waste disposal facilities and other uses. It also includes standards of population density and building intensity for the area covered by the plan. It identifies areas subject to flooding. (Government Code Section 65302 (a)).

Circulation Element consists of the general location and extent of existing and proposed major thoroughfares, transportation routes, terminals and other local public facilities and utilities. (Government Code Section 65302 (b)).

Housing Element shall consist of an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled programs for the preservation, improvement, and development of housing. The Housing Element shall identify adequate sites for housing, including rental housing, factory built housing, and mobile homes, and shall make adequate provision for existing and projected needs of all economic segments of the community. (Government Code Section 65583).

Conservation Element addresses the conservation, development and utilization of natural resources including water, forests, soils, rivers and other waters, fisheries, wildlife, minerals and other natural resources. Other local agencies responsible for water development, serving and planning should be involved in the Conservation Element preparation. (Government Code Section 65302 (d)).

Open Space Element plans for the comprehensive and long range preservation and conservation of open space lands. Open space lands include unimproved land or water which is for the preservation of natural resources, for the managed production of resources, for outdoor recreation, or for public health and safety. (Article 10.5, Government Code Section 65560, 65563).

Noise Element quantifies the community noise environment for near and long-term growth and traffic activities, and guides the land use element in achieving noise compatible land uses. State noise guidelines are followed in identifying noise sources and plotting noise levels. (Government Code Section 65302 (f)).

Seismic Safety/Safety Element recommends measures to protect the community from fires, earthquakes, geologic hazards, including evacuation routes, water supply requirements, minimum road widths, and clearances around structures. (Government Code Section 65302 (g)).

In addition to the seven mandated elements, the General Plan may include any other elements which, in judgment of the legislative body, relate to the physical development of the city. The City of Napa's General Plan includes the following optional elements:

Scenic Highways Element plans for the development, establishment, and protection of scenic highways, pursuant to the Streets and Highways Code.

Historic Preservation Element for the identification, establishment, and protection of sites and structures of architectural, historical, archaeological, or cultural significance.

State planning law sets up functional relationships among the General Plan elements. All elements must work together and be consistent in policies and objectives. There is some overlap in subjects addressed among elements. For example, the Open Space, Conservation, Seismic Safety/Safety and Land Use Elements all discuss flood hazards and land uses in flood hazard areas. Each element focuses on a slightly different aspect of the issue, however.

Scope of General Plan Update and Planning Process

The City of Napa's General Plan update is based upon technical analyses of the City's economic, social and environmental systems, and reflects extensive public input. Background studies analyze the City's economic profile (commercial, industrial and employment characteristics) and housing needs, using the 1980 census data. A traffic circulation study looks at present and future traffic and land use constraints. Data on natural resources and development constraints were reviewed and updated.

Initial interviews with citizens, business people, City and other agency staff helped identify important issues and possible solutions. A policy workshop, involving approximately 200 public participants, concluded with a set of Plan Conclusions to guide the General Plan policies. Over 100 participants in a second public workshop discussed and selected land use alternatives, setting development densities and land uses for much of the City's developable lands. Draft elements were reviewed by the public and other responsible agencies prior to public hearings; additional public forums were held to explain General Plan objectives. A General Plan Steering Committee, representing elected and appointed City officials, City staff, the planning consultants, and the public initially met periodically to review documents and discuss planning issues and strategies. A Joint Planning Commission/City Council workshop session took on this responsibility part way through the General Plan update process.

The General Plan update focuses on the Land Use, Circulation, Housing, Conservation, Open Space and Historic Preservation Elements. Other elements (Safety and Seismic Safety, Scenic Highways, and Noise) were revised where necessary to achieve consistency with other elements.

Major Issues

The City of Napa was incorporated as a city in 1872 and became a charter city by popular vote in 1914. The City's first general plan was adopted in 1953. A 1960 update of the general plan envisioned up to 350,000 people in a large metropolitan area. The plan was scaled down in 1968 to cover 55 square miles and to accommodate 155,000 people, and was further reduced in 1975 to house 75,000 people with an established urban growth boundary - Residential Urban Limit Line (RUL).

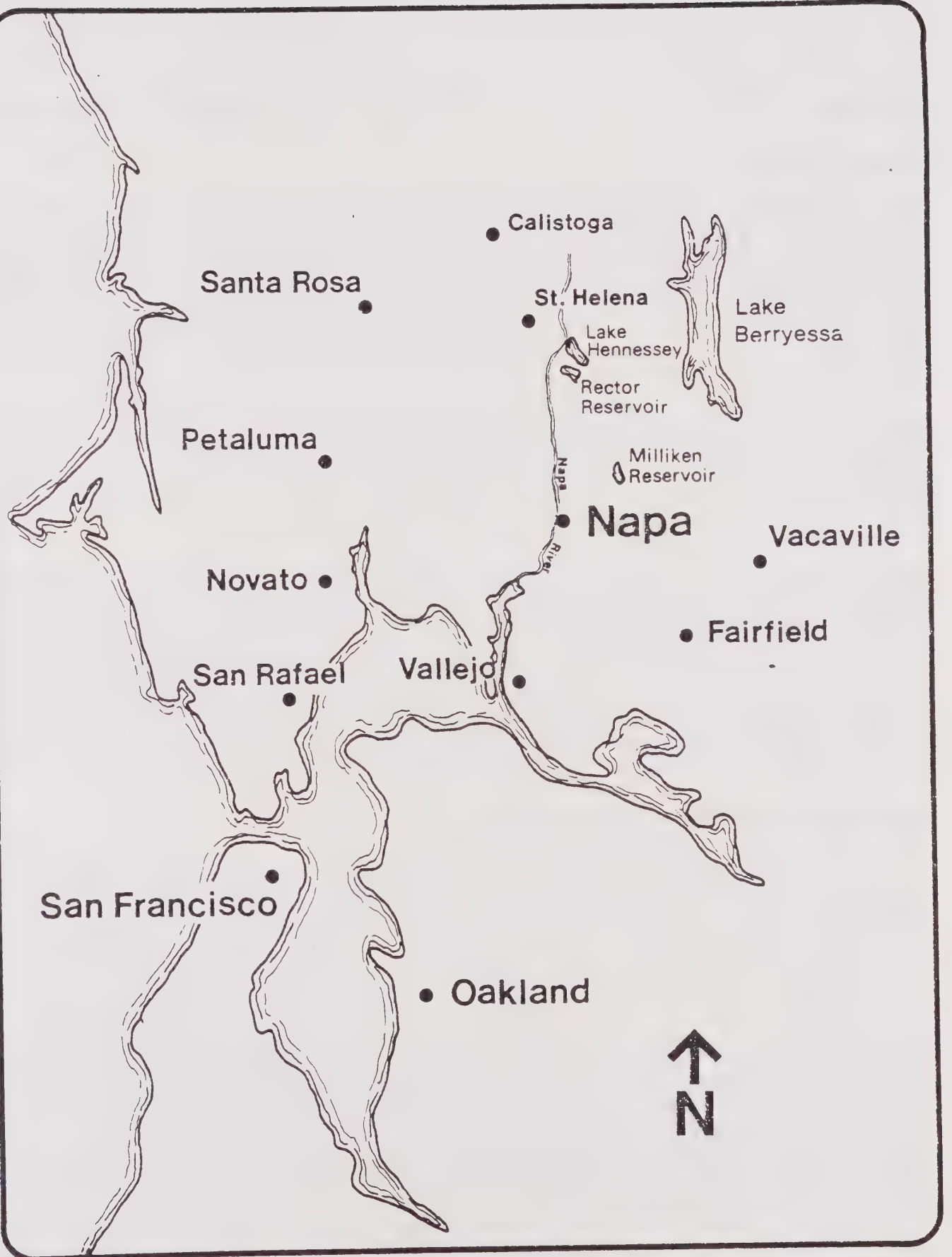
Following a citywide plebescite in 1973, the 1975 General Plan set a population limit of 75,000 by the year 2000 for land within the Residential Urban Limit Line (RUL). The City also down-zoned substantial amounts of property in order to be consistent with this policy. In 1979, the City adopted a growth limitation policy known as the Residential Development Management Plan (RDMP) to pace growth so that the population goal would not be exceeded. After adoption of this policy, residential building permit activity fell to below 200 units per year. In November of 1980, the RDMP was repealed.

The 1982 General Plan Update continues the City's 1975 policy to accommodate 75,000 by the year 2000. Sufficient changes have occurred since 1975, however, to warrant an update in the plan: different attitudes about the rate and location of growth, historic and projected changes in the economy, and growing employment and housing needs. The rising costs of providing urban services and concern over environmental hazards also point to the need for new plan policies.

The following summarizes historic and current issues to which the General Plan Update responds:

- Accommodating urban growth within the RUL for the near and long-term;
- Existing and anticipated traffic circulation problems in key corridors and intersections;
- Rising costs of providing public services, particularly fire protection, utility and road extensions, transit service, etc. to outlying areas;
- Smaller family sizes and shifting age distribution, requiring smaller housing units.
- The Napa Valley's growing viticulture business, which employs local residents, attracts visitors and demands agricultural lands, affecting the City's tourism, employment and growth potential;
- Industrial employment is expected to increase 2.6% annually during the 1980's, bringing approximately 1000 new jobs per year to Napa. Roughly 8 to 10 acres of land will be needed per year to fulfill City and County needs;
- Office space absorption projected at 30,000 to 40,000 square feet per year, demanding roughly one acre of land per year;

- Desire for neighborhood shopping facilities and renovation of the downtown;
- Local school district policy, which makes closed schools available for alternative uses;
- Increased awareness of environmental concerns such as air and water quality, open space and wildlife needs, and natural hazards (floods, erosion, fire, etc.);
- A growing interest in preserving Napa's historic buildings and unique character;
- New State and other agency laws requiring local conformance (i.e., water and air quality, energy conservation, etc.); and
- Limited government funds for community services (park maintenance, school programs, traffic improvements, etc.).



Ironside & Associates
Planning Consultants

Regional Location Map City of Napa, California

Setting

Regional Setting

The City of Napa is located in the southern end of the Napa Valley, 52 miles northeast of San Francisco and 61 miles southwest of Sacramento. The City covers 16.7 square miles, straddling the Napa River between the Howell and Mayacamas Mountains. Most of the City is on relatively level ground, except the eastern and western edges which extend into the brush and oak-covered foothills. The City's northern edge abuts agricultural lands, primarily vineyards. To the south lie agricultural and marsh land and the Napa County Airport.

Regional access to Napa is primarily via State Highways 12, 29, 121, 128 and 221 connecting with U.S. Interstate 80 to the south and with U.S. 101 to the north. The Southern Pacific railroad provides daily freight service to the Bay Area. Barge service connects to downstream ports via the Napa River. The Napa County Airport has charter flights available.

Napa's urban core is characterized by older neighborhoods of mixed heritage, ranging from early 1900 Victorian buildings to World War II era single-family homes. Single-family tracts in the northern City and lower density hillside homes to the east and west are generally 20 years old or younger. Regional shopping facilities, government services and businesses are principally centered downtown, with strip commercial and community or neighborhood shopping centers along major north-south and east-west arterials (Jefferson Street, Silverado Trail, and Soscol Avenue; Imola Avenue, First through Third Streets, Lincoln Avenue, and Trancas Street).

Population and Housing Characteristics

In 1980, 50,879 people lived in the City of Napa; another 6,850 people lived in County "islands" (unincorporated lands surrounded by the City), for a total population of 57,730 within the RUL. The City's population grew from 36,103 in 1970 to 50,879 in 1980. 2,950 of this gain was due to annexations rather than actual growth. Over this ten year period, the City grew by 32.7% (not including annexations) compared to Napa County's rate of 25.3% and the Bay Area region's rate of 13%. Residential development during this period averaged 470 units per year, roughly two-thirds of which were single-family homes. With the widespread declining birthrate and household size (2.92 persons to 2.55 persons per household in 1970 and 1980, respectively) there is a growing need for smaller residential units. Of the total occupied housing stock of 20,227 units, 61% is owner-occupied and 39% is rental housing. The vacancy factor for owner-occupied housing was 1.2% and for rental housing was 1.9%. Please refer to the Housing Element for further discussion of population and housing characteristics.

Availability of Services

1. Water

The Napa area is served by the City of Napa Water System. Existing water sources include Lake Hennessey, Milliken Reservoir and the North Bay Aqueduct (NBA). Lake Hennessey and Milliken Reservoir have a combined safe yield of 12,500 acre feet; with the current NBA contract, the City's total available annual supply is 25,000 acre feet (plus entitlement to an additional 4,700 acre feet of NBA water).

The City's water connection policy (Resolution #100) states that there will be no new connections without annexation to the City. Only where there is a prior commitment for service, with agreement to annex in the future, will connection be approved. The General Plan supports continuation of this policy by concentrating urban development within the RUL, and maintaining a greenbelt outside the RUL.

With construction of the new Hennessey Treatment Plant, the water supply for the Napa urbanized area is adequate to serve a population of approximately 85,000 people as well as an additional 15,000 people living outside the RUL line. With the additional NBA water and implementation of a water conservation program, a total population of 119,000 to 140,000 can be served with the available water supply.

The Napa urbanized area is divided into five pressure zones. (See Water Pressure Map.) These pressure zones are determined by the water source elevation, the elevation of the particular area served and a minimum acceptable water pressure of approximately 45 pounds per square inch during normal flow. Zone 1 is the lowest in elevation and Zone 5, the highest. Water pressure for domestic use and fire protection is a problem in some areas (Linda Vista area, and parts of Alta Heights and Brown's Valley over 340 feet in elevation). The Linda Vista area has vacant and underutilized land for intensified development; existing water pressure is not up to standards but is acceptable. Development in hilly areas above 340 feet may need to supplement the City's gravity flow system with pumps.

2. Sewage Treatment

The Napa Sanitation District (NSD) serves all lands within the City and nearly all lands within the RUL. It is LAFCOM's policy to require property to annex to the City if it is to join the Napa Sanitation District (NSD).

The recently completed sewage treatment plant in southern Napa, is owned jointly by the Napa Sanitation District and American Canyon County Water District. It has a capacity of 15.4 million gallons per day (mgd). 13.9 mgd is allocated to Napa. Current average annual flow is 7.7 mgd. Treatment is tertiary; treated effluent is disposed of in the Napa River. The district intends to utilize effluent from the ponds for agricultural irrigation.

NSD's sewer lines are adequately sized and located to accommodate a population of at least 75,000 within the RUL. Minor improvements are needed to a few lines. Growth beyond the RUL, in some areas (e.g. the Foster area, the Terrace/Shurtleff area, the area west of Big Ranch Road, and other areas on septic systems) will require extension of sewer lines to serve General Plan residential densities.

3. Storm Drainage

The City's master storm drainage system was designed to accommodate a population of 75,000 under the 1975 General Plan. The gravity system is designed to handle 25 to 100 year storms. The system could easily accommodate higher densities, particularly with on-site mitigation in problem areas. These areas are identified in the Planning Area Descriptions.

Focusing new development in the City makes better use of the storm drainage system by corresponding to the graduated trunk lines. Infill development will help pay for improvements to the existing master storm drain system.

4. Fire and Police Protection

Napa has three fire stations, one on Seminary Street downtown, one on Park Avenue by Napa High School, and the third on the northwest corner of Trower and Solano Avenues. These existing stations respond with optimum speed to most of north, central and southern Napa within a 1 1/2 mile radius. Beyond this radius, particularly in hilly areas with limited road access, fire protection is not as good. Brushy or wooded hillsides, and areas of low water pressure (generally elevations over 340 feet) are considered more hazardous. (See Fire Response Radii and Hazard Map)

A further development occurs in these outlying areas, clustered development on lesser slopes with good road access is most desirable. Second best for fire safety is low density development with adequate clearance between structures. On-site fire mitigation should include use of fire resistant materials and vegetation, sprinklers, and early warning systems.

Concentration of development in the urban core is the preferred pattern of development for optimum police protection. Whereas low density development is generally easier to patrol than high density, clustered projects and commercial centers can be adequately served as long as patrol cars can circulate among the structures and addresses are visibly posted.

5. Circulation

The existing Napa circulation system functions satisfactorily except for a few key locations. The intersections of Trancas-Redwood with Highway 29, Trancas with Jefferson, and Soscol with Imola, and the general corridors along Trancas Street and Jefferson Street are the key areas of current congestion. Better circulation is desirable in western and northern Napa as well. Some additional problem areas are anticipated as the City infills, mostly within the first 10 years of General Plan implementation. (1) Funding for needed traffic improvements is limited. The plan supports implementation of a traffic mitigation program to fund street improvements as development occurs. (See 7-24 and 7-25)

¹ DKS Final Circulation Study, August 1982.

A key circulation policy is to reserve traffic capacity on major corridors for vital community-wide circulation functions. Another is to provide for development of neighborhood commercial centers in outlying neighborhoods to reduce traffic on congested corridors.

The City's revised Bikeway Plan designates several new routes where previous ones appeared infeasible, new bicycle crossings on Highway 29, and bike lanes providing more direct access to schools, parks, and community facilities. These proposals recognize the differences in bicyclist skills and needs.

The City's public transit route serves approximately 70% of the City area. The majority of bus riders are senior citizens and school children. Most people who work in Napa drive to work, since parking is not a problem in most areas. In general, public transit can offer better service if development (both residential and commercial) is concentrated either in the central City or in compact nodes. Policies also recommend coordination among other local and regional transit systems, and the provision of transit services and/or bus turn-outs in new development to facilitate transit use.

6. Schools

There are 13 elementary, 2 middle schools, and 2 senior high schools in the City of Napa. Two elementary schools (Lincoln and Davis) and Ridgeview Junior High School were closed in 1981 due to decreasing enrollment. Ridgeview School is being used for special programs. Reversing the trends of the late 1970's and early 1980's, City-wide school enrollment has recently started to increase. Although capacity exists on a district wide basis, the Browns Valley, Alta Heights, McPherson and Northwood schools are currently experiencing capacity problems. School district officials anticipate this trend to continue and have proposed to use portable classroom facilities financed with school impact fees to mitigate this impact.

School officials estimate that existing facilities have an enrollment capacity of 495 students; the enrollment capacity of existing sites is estimated at approximately 1,100 students. Using the residential land use designations of the 1982 General Plan to estimate potential housing units, school officials suggest that residential development coupled with increasing births could result in approximately 2,100 total students by the year 2000. Focusing development within the RUL Line, benefits the planning and provision of school facilities.

Environmental Constraints

Most of Napa's urbanized area has few environmental constraints. The majority of land within the City limits is relatively level; although some areas are subject to liquefaction. Pollution of Napa River, streams and marshlands from urban runoff is a problem, however. Most of the natural vegetation in the urban core areas has been removed, although riparian and marsh vegetation and scattered grasslands still provide valuable wildlife habitat. Many of the archaeological sites located in the highly urbanized areas have been destroyed.

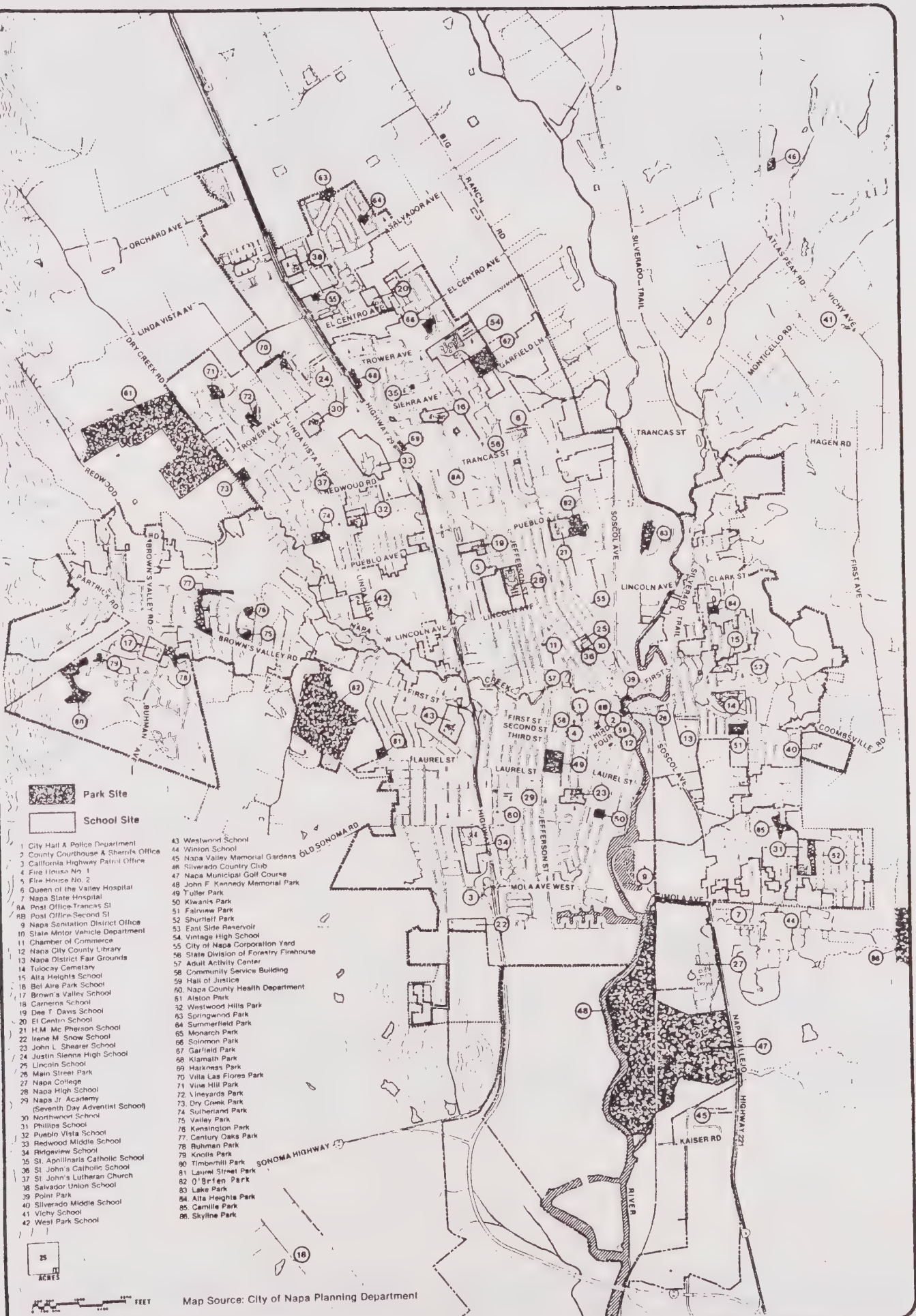
Development in hillside areas, near Napa River, streams, marshes, in brushy or wooded areas and generally along the urban periphery presents more significant resource concerns. Erosion and sedimentation of streams, loss of wildlife habitats and open space lands, air quality and energy consumption are the principal environmental problems associated with development in these areas.

Most of these problems can be avoided or mitigated by concentrating urban development in the core area, by designating appropriate land uses and densities in resource areas, and by requiring on-site mitigation of environmental impacts. The Conservation Element, in conjunction with other General Plan Elements, establishes standards to assure the conservation and management of Napa's natural resources and safety for the public.

Financial Limits

One of the central questions when planning for future growth is what level of service (i.e., fire, police, street improvements, parks, etc.) is acceptable and how much are citizens willing to pay for such services. Since the passage of Proposition 13, the City's ability to tax has been sharply curtailed. cutbacks in State and Federal grants also significantly reduce the City's revenues. Many City programs suffered from a lack or shortage of funding. One alternative, to seek the citizens' approval of bond measures for needed facilities, has failed in several instances.

The General Plan update will plan for an optimal level of public services based on general accepted planning standards and the expressed desire of City residents and officials. It must be recognized however, that these service levels may not be met unless support programs, including voluntary community action, mitigation fees or contributions, are put forth. Otherwise, less desirable service levels such as traffic congestion or inadequate park facilities must be accepted.



MAJOR GOALS OF THE PLAN

Major goals for the 1982 General Plan Update stem from the Policy Conclusions and Land Use Alternatives developed in the public workshops. Where consistent, policies and objectives of the 1975 General Plan are retained.

The Plan's primary goals are:

1. Accommodate anticipated growth (a population of 75,000 by the year 2000) within the Rural/Urban Limit (RUL) line. (1)
2. Assure adequate urban services and minimize infrastructure costs as needed to meet development demands.
3. Provide needed housing balanced with regional housing needs and employment opportunities.
4. Protect against environmental degradation and public safety hazards.
5. Preserve Napa's character and aesthetic qualities.
6. Maintain a greenbelt around the City.
7. Provide a safe and efficient circulation system and maintain an acceptable traffic service level, as economically feasible.

The consensus among City leaders is to concentrate urban development within the RUL. Increased residential densities are intended to accommodate growth beyond a 75,000 population without significantly expanding the City into agricultural areas, hillside and other open lands. Focusing higher densities within the RUL minimizes environmental impacts, encourages construction of smaller, affordable housing, avoids costly expansion of urban services, and preserves open space. Policies for rezoning and priorities for traffic circulation improvements will help the City attain its goals of accommodating growth and housing needs where services are adequate.

Primary areas targeted for increased residential densities include vacant and underutilized lands in the Terrace/Shurtleff area, North Napa, Alta Heights, Central Napa Core area, along First Street west of Highway 29, and southwestern Napa. Densities in these City-wide areas have been increased and infill encouraged, allowing approximately 6,700 to 13,000 additional units depending upon actual densities of approved projects. Medium and high densities were designated to take advantage of existing or proposed urban services (schools, shopping facilities, employment centers, parks, transit, streets).

1 The 1982 General Plan modifies the definition of the RUL from the 1975 General Plan: it now represents the Rural/Urban Limit rather than the Residential Urban Limit.

The greenbelt concept originated in the 1975 General Plan. It sought to limit land uses outside the RUL to primarily agricultural, with lot sizes of 5 to 40 acres. The 1982 General Plan seeks to preserve the City's greenbelt by concentrating development within the RUL at densities high enough to accommodate anticipated growth, by protecting southern agricultural and marshlands from development, and by working with the County and LAFCOM to accomplish these goals.

Other concepts of the 1975 General Plan that have been updated in the 1982 Plan include:

- Sites for neighborhood commercial centers are recommended throughout the City to reduce crosstown travel. The downtown commercial and business area remains the primary retailing center.
- New, innovative housing programs include allowing second residential units, encouraging restoration of older homes, emphasizing construction of smaller units, providing density bonuses, and allowing mixed residential/commercial uses in certain areas.
- Specific traffic circulation improvements are timed to serve anticipated development concentrations, with a traffic mitigation fee program to fund such improvements.
- Recreational funds and park dedication fees will be used to acquire more parkland and to develop and improve existing parks.
- The Napa River park concept is scaled down, focusing on passive recreational and tourist commercial uses and minimal alteration to the natural environment.
- Preservation and restoration of historical buildings are encouraged.

ENVIRONMENTAL IMPACT OF GENERAL PLAN UPDATE

Introduction

The adoption or amendment of a general plan could result in a significant change in a community's environment. Implementation of plan policies through ordinances and improvement programs affects development and circulation patterns, growth rates, air and water quality, open space, wildlife habitats, public safety, noise, aesthetics and cultural amenities, and other land use characteristics. Under the California Environmental Quality Act (CEQA) and the State Environmental Impact Report (EIR) Guidelines, if any aspect of a proposed general plan or amendment, either individually or cumulatively, could have a significant effect on the environment, the jurisdiction must prepare an Environmental Impact Report (EIR). The EIR must identify all significant impacts (defined by CEQA) including those impacts that cannot be avoided, alternatives to the plan, and mitigation measures to minimize all significant effects. The required contents of an EIR are outlined in Article 9 of the State EIR Guidelines and described further in Chapter 11 of the General Plan Guidelines.

Although a general plan and a general plan EIR are legally distinct, they address many of the same concerns and the process for preparing them is to cover virtually every substantive requirement of a EIR. For this reason, the two documents may be combined. If a jurisdiction chooses to combine documents, a special section or cover sheet identifying where the general plan addresses each of the CEQA requirements must be included. The General Plan/EIR should also be designed so it can be used to streamline environmental assessment of subsequent development projects or plan amendments.

Background

The City of Napa prepared and certified an EIR on the 1975 General Plan. The City's General Plan update has carefully considered possible environmental, social and economic effects of changes in the 1975 plan. The City has consulted with and received comments from responsible agencies throughout the plan process.

Satisfaction of General Plan EIR Requirements

1. Project Description

The 1982 General Plan update, including the Land Use, Circulation, Housing, Conservation, Open Space, Seismic Safety/Safety, Noise, and Historic Preservation elements and general plan maps constitute the "project" for EIR purposes. The project description is contained in the Land Use Element Planning Area Descriptions, pages 6-16 through 6-120. The City of Napa's regional location, population characteristics, and availability of services

1 General Plan Guidelines, Chapter 11.

are also described in the General Plan setting, pages 3-1 through 3-7. Major issues and goals of the General Plan are presented on pages 2-1 to 2-2 and 4-1 to 4-2. The Environmental Assessment Matrix summarizes all plan element policies; the full text of each element's policies and implementation actions is contained within each element as follows:

Land Use:	6-115 to 6-120	Historic Preservation:	11-27 to 11-31
Circulation:	7-7 to 7-25	Conservation:	12-17 to 12-26
Scenic Highways:	N/A	Open Space:	13-7 to 13-14
Seismic Safety/Safety:	9-24 to 9-27	Noise:	14-15 to 14-16
Housing:	10-52 to 10-68		

2. Description of Environmental Setting

Napa's environmental setting and planning areas are described in the Land Use, Conservation, Seismic Safety and Housing Elements. In addition, each General Plan element describes relevant environmental setting and constraints. These are referenced below. Consistency between the proposed plan and adopted regional plans is discussed in applicable elements.

Past population growth

General Plan p. 3-2

Housing Element pp. 10-3 to 10-5, 10-9 to 10-21

Patterns of Development

Land Use Element pp. 6-3 to 6-8, 6-16 to 6-115

Historic Preservation Element pp. 11-5 to 11-23

Housing Availability and Supply

Housing Element pp. 10-4 to 10-8, 10-19 to 10-48

Public Services and Financing

Land use Element pp. 3-4 to 3-7

Regional Setting

Land Use Element p. 3-2

Housing Element p. 10-3

Access to Rivers and Streams

Open Space Element pp. 13-6 to 13-8

Agricultural Lands

Conservation Element pp. 12-2, 12-8

Open Space Element pp. 13-2 to 13-4

Air Quality

Conservation Element pp. 12-9 to 12-12, 12-24 to 12-25

Archaeological and Paleontological Sites

Conservation Element pp. 12-14 to 12-15, 12-25

Energy Resources

Conservation Element pp. 12-12 to 12-14, 12-19

Housing Element p. 10-62

Fire Hazards

Seismic Safety/Safety Elements pp. 9-16 to 9-18, 9-24 to 9-27

Fish, Wildlife and their Habitats

Conservation Element pp. 12-2 to 12-8, 12-17 to 12-18,
12-20 to 12-24

Flooding Hazards

Seismic Safety/Safety Elements pp. 9-13 to 9-16, 9-24 to 9-26

Forestry Resources

Conservation Element pp. 12-6, 12-23 to 12-24

Geologic Hazards

Seismic Safety/Safety Elements pp. 9-8 to 9-10, 9-24 to 9-27

Hazardous Materials

Seismic Safety/Safety Elements pp. 9-20

Mineral Resources

Conservation Element pp. 12-16, 12-18

Noise Hazards

Noise Element pp. 14-1 to 14-16

Parks and Recreation Areas

Open Space Element pp. 13-1 to 13-2, 13-4 to 13-6, 13-8 to 13-9

Land Use Element pp. 6-6 to 6-7

Scenic Corridors and Vistas

Open Space pp. 13-1 to 13-2, 13-6, 13-9 to 13-10

Scenic Highways pp. 8-1 to 8-4

Seismic Hazards

Seismic Safety/Safety Elements pp. 9-6 to 9-7, 9-24 to 9-27

Significant Ecological Areas

Conservation Element pp. 12-2 to 12-8, 12-17 to 12-18,
12-20 to 12-22

Soils

Conservation Element pp. 12-2, 12-5, 12-19 to 12-20

Seismic Safety/Safety Elements pp. 9-3 to 9-5, 9-24 to 9-25

Transportation Systems

Circulation Element pp. 7-7 to 7-25

Availability of Services, pp. 3-4 to 3-5

Vegetation

Conservation Element pp. 12-1 to 12-8, 12-20 to 12-24

Water Resources and Water Quality

Conservation Element pp. 12-1, 12-8, 12-15 to 12-24

Availability of Services p. 3-3

Seismic Safety/Safety Elements pp. 9-11 to 9-16, 9-24 to 9-27

3. Environmental Impacts of the General Plan Update

The General Plan addresses a number of issues whose resolution may or may not have significant environmental impacts according to CEQA guidelines. These include the timing and location of development, circulation, employment, economics, public service and safety needs, environmental protection, housing needs, historic resource preservation and aesthetic amenities. These issues are summarized on pages 2-1 to 2-2 of the Land Use Element Introduction and discussed in detail in relevant General Plan elements. Anticipating the short and long-term effects of General Plan implementation is a function of the EIR. Preparation of the General Plan/Draft EIR included the following: a traffic circulation study, an economic analysis of commercial, industrial and office growth, an assessment of housing needs and employment opportunities, and a review of public service capacities environmental constraints, and historic resources. These analysis consider the environmental impacts of the proposed plan on the existing environmental impacts of the proposed plan on the existing environment, and anticipate the effects of designated land uses on the City's environment for the life of the plan.

Few of the effects will be environmentally harmful. (See Environmental Assessment Matrix). Most policies will have either beneficial or no effects; others will have slight adverse effects, most of which will be mitigated through General Plan policy requirements. Those which cannot be mitigated are discussed below (See Unavoidable Effects of General Plan Implementation).

The following summarizes the environmental effects of major General Plan issues:

The General Plan makes efficient use of urban land by increasing residential densities and concentrating all other urban developments within the RUL. This will preclude urban expansion into agricultural and other rural land. This will have the long-term effect of reserving considerable vacant land within the RUL for growth beyond the year 2000.

The General Plan locates development where urban services can accommodate it. The Land Use and Circulation policies coordinate growth with needed service and traffic improvements. The cost of providing services is thus considerably less with this alternative than with a low density plan which anticipates urban sprawl. Whereas traffic congestion will increase in certain areas as population grows, higher densities will generate more traffic mitigation funds to facilitate circulation improvements. Locating higher residential densities near existing commercial services, transit and employment centers, and providing for neighborhood shopping centers in residential neighborhoods will help reduce crosstown traffic.

Concentrated urban development in Napa generally minimizes environmental problems such as land instability, erosion, stream sedimentation, air quality degradation and loss of open space. Public safety concerns such as flooding, fires and geologic hazards are reduced by locating development outside of hazard areas and with proper mitigation of adverse impacts. Assuring that development avoids hazardous areas and mitigates development impacts also reduces the costs of clean-up and emergency response.

The General Plan responds to changing population characteristics and housing needs by encouraging smaller, affordable residential units. Because of decreasing household sizes, the 1975 General Plan fell short by 3,400 units of providing adequate housing for 75,000 people. With the General Plan's increased densities the needed housing can be developed within the urban area without infringing on greenbelt lands. Increased densities and provisions for additional rental units help meet Napa's fair share of regional housing needs. Flexible zoning, and historic preservation policies and programs help protect Napa's cultural and historic resources.

The Plan's cumulative effect on the environment is addressed primarily by the General Plan policy of concentrating urban development within the RUL and by coordinating development with needed urban service improvements (pp. 6-115 to 6-118). Development's cumulative effects on the community's environment, such as degradation of water and air quality, loss of open space and wildlife habitats, deterioration of public service levels, traffic congestion, and projected unmet housing needs, are addressed throughout the elements. Because most land within the RUL is already committed to urban development, infill within the RUL, times with needed urban service improvements, will not induce growth in a manner that will have significant environmental impacts.

¹ Napa Circulation Study, Final Technical Report, July 1982, DKS Associates.

4. Unavoidable Effects of the General Plan

As indicated in the Environmental Assessment Matrix (pp. 5-10 to 5-22), implementation of some General Plan policies may have a slightly adverse effect. Whereas most of these impacts can be mitigated through on-site development requirements, many cannot be totally eliminated. These unavoidable impacts are discussed below:

- a. Open Space: Undeveloped or underdeveloped lands within the RUL will be developed at higher densities in order to preserve open space around the City.
- b. Traffic Circulation: Traffic congestion on some streets or intersections may not meet desirable service levels due to the impracticality or exceedingly high costs of improvements. The Circulation Element includes measures to reduce traffic congestion in these areas as much as possible.
- c. Urban Service Costs: Increased densities and concentration of development will lower costs of facilities and services.
- d. Environmental Impacts: Even with on-site mitigation measures, land and vegetation disturbances cause some erosion and sedimentation, increase the chance of land instability, reduce open space and wildlife habitat, and affect air quality. Development in critical areas such as in and around the Napa River, streams and marshes, should be set back to preserve natural conditions. Marsh conservation will result in improved environmental conditions. Public safety hazards such as fires, geologic instability and flooding cannot be completely eliminated.
- e. Affordable Housing: Whereas planning has some effect on housing costs, the national economy and market supply and demand have much greater impacts. Environmental impact mitigation may add to construction costs, but will reduce long-term costs.

The General Plan policies seek to reduce adverse environmental, social and economic impacts while still allowing for reasonable development and satisfaction of community needs. Site-specific environmental analysis will help assure proper mitigation (See Environmental Assessment Matrix) of those unavoidable impacts which are necessary to achieve, overall, the most environmentally, economically, and socially beneficial plan for Napa.

5. Mitigation Measure Proposed to Minimize Significant Effects

The Environmental Assessment Matrix identifies General Plan policies whose implementation will result in slight adverse environmental impacts. It also indicates, of those potential effects subject to CEQA, the type of environmental review required to assure adequate analysis and mitigation of impacts.

Even those projects, ordinances, programs, etc. that are not subject to CEQA requirements must satisfy General Plan policies and follow recommended Implementing Actions. Additional direction is contained in the Planning Area descriptions. Specific mitigation measures include limiting densities, siting and designing development to avoid environmentally sensitive or hazardous areas, on-site erosion and runoff control measures, setbacks, energy conservation and noise reduction measures, recommended design review in certain areas, reduction of traffic and proposed circulation improvements, landscaping requirements and requirements for additional study.

6. Alternatives

Alternative plan concepts were considered throughout the General Plan update process. At the first public workshop, participants established the City's growth parameters: a population of 75,000 by the year 2000 to be housed within the RUL. Using this framework, the second public workshop focused on three plan alternatives with different land use densities and patterns. Urban service capabilities, environmental constraints, and economic and aesthetic factors were evaluated for each alternative, and influenced the final selection.

Discussion focused on certain geographic areas which, over the past several years, have raised concerns over densities, traffic, land use, and environmental constraints. The City identified these areas as Areas of Concern, flagging them for further study in the General Plan Update. Land use alternatives and planning limitations for each of the Areas of Concern were discussed at the Alternatives Workshop (May 22, 1982). The alternatives were as follows:

Alternative A, generally the lowest density alternative, continues current General Plan land use densities, except in Browns Valley and Stanly Ranch where densities are decreased. Alternative A would allow approximately 6,600 new units within the Rural/Urban Limit (RUL) boundary, 3,400 short of the 10,000 units estimated to be needed by 2000 to house 75,000 population.

Alternative B envisions slightly higher densities than A; for example, doubling the low density rural estate density, and increasing single-family densities from 3 and 4 units per acre to 5 and 6. Other ways of increasing densities include allowing second units on single-family lots, allowing second floor residential units over commercial uses, and zoning additional land for multi-family residences. Alternative B accommodates about 10,000 to 13,000 new units Citywide, and retains vacant land within the RUL for further population growth after the year 2000.

Alternative C results in even higher densities, and reserves a significant amount of vacant land within the RUL for growth beyond the year 2000. Some low density estate lands would be changed to 3 to 6 units per acre, and more land would be designated for high density use. This alternative would net an additional 15,000 to 18,000 units.

A combination of Alternatives B and C was selected which provides for increased residential densities throughout the City, except in outlying areas. The primary motive for this concentrated development pattern is to reserve vacant land within the RUL for future urban development after the year 2000 and beyond a population size of 75,000. This would avoid extending the RUL to

agricultural lands and the hills. Additional reasons for increasing densities are to minimize environmental impacts, to encourage the construction of smaller affordable housing, and to provide internal open space by clustering development. Another motive is to concentrate urban development near existing urban services (fire and police services, public transit, commercial areas) and to avoid unnecessary extensions of sewer, water and drainage systems.

More specific discussion of alternatives can be found in the Alternatives Workshop Workbook (May 22, 1982) and the Feedback Report, (June 7, 1982).

Various approaches to phasing of development were also discussed, any of which could employ rationing devices such as a lottery, first come first serve, qualitative selection, economic preference or a combination of these. Management approaches considered were:

- a. A growth management plan similar to the one previously employed by the City (the Residential Development Management Plan, RDMP). This method's weaknesses are prior resentment, a weak legal basis, and a potential conflict with meeting housing needs.
- b. Orientation of the General Plan toward growth management plus a management plan similar to the RDMP. Though stronger in legal basis, this method still faces historic prejudice.
- c. Regulating the rate of change by basing requests for density increases through rezonings to conform to the 1982 General Plan and on findings of consistency with the General Plan. This alternative requires clear direction in the General Plan to deny untimely projects, low density projects that would preclude attaining General Plan minimum densities, or those that would result in a growth rate exceeding that expressed in the General Plan. Development agreements or voluntary phasing could resolve these situations (See Implementation Section). Management approach "c" was selected as the preferred method.

7. The Relationship Between Local Short-Term Uses of the Environment and the Maintenance and Enhancement of Long-Term Productivity

The General Plan Update generally follows Napa's previous land use policies that have established the relationship between local short-term uses and long-term productivity of the environment. The Plan generally maintains the 1975 Plan land use patterns and boundaries for urban growth; changes are principally increased densities and minor adjustments to the RUL.

In general, however, the plan prescribes policies that will minimize the adverse effects of short-term decisions and will strive for environmentally sound long-term decisions. The most obvious demonstration of this is the Plan's commitment to preclude urban expansion to agricultural and open space lands over the long-term by increasing densities within the RUL. Other relevant policies include the protection of streams and marsh habitats, land use patterns and development standards that conserve energy, protect air quality and minimize causes of erosion, policies on industrial and commercial development relating to long-term anticipated demand and short-term economic needs

and constraints, retention of affordable housing opportunities, permitted flexibility in the use of historic structures, and circulation improvements that are phased and scaled to meet anticipated demand while minimizing costs and avoiding unnecessary improvements that would encourage urban sprawl. These items are discussed more thoroughly in the relevant plan elements. The General Plan policies are summarized in the Environmental Assessment Matrix.

8. Significant Irreversible Environmental Changes Which Would Be Involved if the General Plan Were Implemented

The primary environmental change which will result from General Plan adoption is the commitment of vacant or underutilized land to urban development. This change is not, however, completely irreversible in that over time, land uses can change, though rarely, back to an undeveloped or less intensive state. Since most of this land is already served by streets and community services, a significant commitment to urbanization has already occurred. The Stanly Ranch is an exception in that it is not yet committed to intensive urban uses by the placement of streets or urban services or by prior land use policies. The Plan designates the site as a study area in order to avoid premature commitment of the relatively remote site to urban development.

9. Growth-Inducing Impacts of the General Plan

The General Plan allows for greater growth potential than the 1975 Plan by increasing densities such that more than 75,000 people could be accommodated within the RUL by the year 2000. This is intentional, to preclude urban expansion for the foreseeable future. At the same time, the Plan suggests timing growth in order to maintain a maximum of 75,000 by 2000. Urban service and street improvements are scaled to meet the needs of permitted development. Other plan features, such as housing programs, redevelopment plans for downtown, provision for industrial and neighborhood commercial sites, and density bonuses for desirable development features, are intended to induce development of a certain type to carry out plan policies.

ENVIRONMENTAL ASSESSMENT MATRIX

The purpose of the accompanying matrix is to provide a summary of the General Plan policies and an indication of the environmental consequences, if any, of the policies. Implementation of the plan through zoning, adoption of ordinances or approval of development projects may have environmental effects and may be subject to CEQA requirements for environmental analysis.

The matrix identifies two types of environmental review that may be necessary at the time of policy implementation: "Project Level Review" and "Future Assessment." Analysis of the environmental effects of most policy implementations cannot be carried out until a specific development project is defined and under consideration. Project Level Review would involve an initial assessment and determination of the significance of environmental effects, and, depending upon these, further, more detailed assessment. Future Assessment of significant environmental effects is required when considering adoption of programs, zoning or ordinances to implement a policy.

Other General Plan policies are either Categorically Exempt or are Not Subject to CEQA requirements because of their insignificant effect on the environment. Policies calling for feasibility or planning studies, such as preparation of a marsh restoration plan, are not subject to CEQA but do require consideration of environmental factors.

Policies are also rated according to their Potential Effect on the environment, ranging from Significant Adverse to Beneficial. Implementation of most policies will have either a beneficial or slightly adverse environmental effect. Those that are beneficial are generally those that call for absolute protection of a natural condition; those with slight adverse effects generally allow some alteration of the natural condition but require mitigation such as replanting vegetation or minimizing grading. Those with potential significant adverse effects are also few, reflecting the General Plan goals of protecting Napa's environment.

These ratings must be recognized as tentative since further assessment may be needed when programs, ordinances or development are proposed.

Following each policy are letters representing General Plan elements to which the subject policy pertains. The first letter(s) identifies the element from which the policy originated. Subsequent letters indicate other relevant elements which should be consulted when implementing the policy.

C = Conservation
CI/SH = Circulation/Scenic Highways
H = Housing
HP = Historic Preservation

LU = Land Use
N = Noise
OS = Open Space
SS/S = Seismic Safety/Safety

ENVIRONMENTAL ASSESSMENT MATRIX

GENERAL PLAN POLICY	ENVIRONMENTAL REVIEW				POTENTIAL EFFECTS			
	NOT SUBJECT TO CEQA	CATEGORICALLY EXEMPT	FUTURE ASSESSMENT	PROJECT LEVEL REVIEW	SIGNIFICANT ADVERSE	SLIGHT ADVERSE	NONE	BENEFICIAL
1. Encourage the County to maintain prime agricultural land and non-prime land suitable for agriculture as greenbelt outside and adjacent to the City's RUL (C,OS)	X							X
2. Encourage retention of open space buffers outside RUL to avoid conflicts between agricultural and residential uses. (C,LU,OS)	X						X	
3. Encourage clustering of development to maximize open space. (C,LU,OS,SS/S)				X				X
4. Increase densities inside RUL to avoid expansion into agricultural/greenbelt lands. (C,LU,OS)				X		X		
5. Control use of pesticides and fertilizers to protect water quality. (C,SS/S)			X					X
6. Minimize grading and vegetation removal on hill-sides consistent with fire protection: (C,LU,OS, SS/S)				X		X		
7. Consider development on slopes of 30% or greater to minimize disturbance. (C,LU,OS,SS/S)				X		X		
8. Conserve wetlands and marshes. (C,OS)	X							X
9. Coordinate with Fish and Game on review of projects affecting wetlands and stream alteration. (C,OS)	X							X

ENVIRONMENTAL ASSESSMENT MATRIX

GENERAL PLAN POLICY	ENVIRONMENTAL REVIEW				POTENTIAL EFFECTS			
	NOT SUBJECT TO CEQA	CATEGORICALLY EXEMPT	FUTURE ASSESSMENT	PROJECT LEVEL REVIEW	SIGNIFICANT ADVERSE	SLIGHT ADVERSE	NONE	BENEFICIAL
10. Limit development on lands adjacent to marshes and wetlands to low intensity and maintain natural buffers. (C,LU,SS/S,OS)				X		X		
11. Conserve marshes and marsh vegetation for educational and scientific use. (C,OS)	X						X	
12. Preserve stream and riparian habitats for wildlife and fisheries. (C,OS)	X							X
13. Restrict development in riparian corridors and require appropriate setbacks from the Napa River and streams. (C,OS)			X					X
14. Facilitate public access to Napa River and other streams. (C,OS)				X		X		
15. Protect stream water quality by minimizing erosion and sedimentation. (C,SS/S)			X					X
16. Restrict recreational activities in riparian corridors to passive uses. (C,OS)				X		X		
17. Prohibit obstructions to spawning. (C)				X				X
18. Conserve as much riparian, oak, woodland and evergreen forest vegetation as possible. (C,LU,OS)	X							X
19. Protect habitats of endangered plants and animals. (C,OS)	X							X

ENVIRONMENTAL ASSESSMENT MATRIX

GENERAL PLAN POLICY	ENVIRONMENTAL REVIEW				POTENTIAL EFFECTS			
	NOT SUBJECT TO CEQA	CATEGORICALLY EXEMPT	FUTURE ASSESSMENT	PROJECT LEVEL REVIEW	SIGNIFICANT ADVERSE	SLIGHT ADVERSE	NONE	BENEFICIAL
20. Minimize sources of air pollution. (C)			X			X		
21. Concentrate high density development within the RUL to reduce air pollutants. (C)			X			X		
22. Encourage development that provides transit services (C,LU,CI)				X				X
23. Encourage development of pedestrain and bicycle trails. (C,LU,CI)			X			X		
24. Adapt energy conservation measures to Napa's micro-climates. (C,OS)			X					X
25. Promote energy-efficient land uses. (C,LU,Cr)			X					X
26. Reduce automobile travel by providing higher density residential development. (C,LU,CI)				X		X		
27. Implement bicycle plan and develop bike lanes. (C,OS,CI)			X			X		
28. Improve traffic circulation and maintain acceptable traffic service levels. (C,CI)			X					X
29. Support alternative energy sources. (C,LU)			X					X
30. Protect archaeological resources. (C,LU)	X						X	

ENVIRONMENTAL ASSESSMENT MATRIX

GENERAL PLAN POLICY	ENVIRONMENTAL REVIEW				POTENTIAL EFFECTS			
	NOT SUBJECT TO CEQA	CATEGORICALLY EXEMPT	FUTURE ASSESSMENT	PROJECT LEVEL REVIEW	SIGNIFICANT ADVERSE	SLIGHT ADVERSE	NONE	BENEFICIAL
31. Require a site survey for proposals within 1000 feet of mapped archaeological site. (C,OS)			X				X	
32. Promote water conservation programs. (C)			X					X
33. Educate the public on water conservation techniques. (C)	X							X
34. Minimize visual impacts of mining operations. (C)			X				X	
35. Minimize emission of air pollutants and dust from mining operations. (C)			X			X		
36. Prevent erosion, sedimentation and hazards from mining operations. (C)			X				X	
37. Conserve historic and cultural sites. (HP,LU)			X				X	
38. Use creative alternatives to protect historic sites. (HP,LU)			X			X		
39. Rehabilitate and enhance City landmarks. (HP)			X				X	
40. Design new buildings to complement City landmarks and historic districts. (HP)			X				X	
41. Promote public awareness and participation in historic districts. (HP)	X						X	
42. Work with County, State and Federal agencies on historic preservation. (HP)	X						X	

ENVIRONMENTAL ASSESSMENT MATRIX

GENERAL PLAN POLICY	ENVIRONMENTAL REVIEW				POTENTIAL EFFECTS			
	NOT SUBJECT TO CEQA	CATEGORICALLY EXEMPT	FUTURE ASSESSMENT	PROJECT LEVEL REVIEW	SIGNIFICANT ADVERSE	SLIGHT ADVERSE	NONE	BENEFICIAL
43. Utilize available federal and state housing subsidies. (H)	X						X	
44. Rehabilitate substandard residential units. (H)		X					X	
45. Support mixture of residential and commercial uses. (H,LU)				X		X		
46. Educate the public about tax incentive programs to assist in upgrading areas. (H,HP)			X				X	
47. Complete City historic survey. (H,HP)	X						X	
48. Provide incentives to preserve historically significant buildings. (H,HP)			X				X	
49. Promote plans and programs for lower income housing, including emergency and farm worker housing. (H)			X			X		
50. Provide a 25% density bonus to encourage low and moderate income housing. (H,LU)				X		X		
51. Provide a 25% density bonus to encourage construction of rental units. (H,LU)			X			X		
52. Allow additional residential units in certain residential and commercial areas. (H,LU)			X			X		
53. Allow manufacturing housing in all residential areas. (H,LU)		X				X		

ENVIRONMENTAL ASSESSMENT MATRIX

GENERAL PLAN POLICY	ENVIRONMENTAL REVIEW				POTENTIAL EFFECTS			
	NOT SUBJECT TO CEQA	CATEGORICALLY EXEMPT	FUTURE ASSESSMENT	PROJECT LEVEL REVIEW	SIGNIFICANT ADVERSE	SLIGHT ADVERSE	NONE	BENEFICIAL
54. Allow mixed residential/commercial uses in medium and high density areas. (H,LU)			X			X		
55. Consider waiving or reducing fees/requirements for affordable housing. (H)	X					X		
56. Promote energy conservation in housing. (H,C)			X					X
57. Conduct annual review of the Housing Element implementation schedule. (H)	X						X	
58. Review housing goals, implementations, priorities, and programs every 5 years. (H)	X						X	
59. Enforce California Vehicle Code noise emission standards. (N,CI)	X							X
60. Minimize truck use of residential streets. (N,CI)	X						X	
61. Regulate location of new noise sensitive uses. (N,LU)			X					X
62. Apply noise criteria to land use planning. (N,LU)	X							X
63. Require necessary noise mitigation. (N)				X				X
64. Improve and maintain existing parks. (OS,LU,C)			X				X	

ENVIRONMENTAL ASSESSMENT MATRIX

GENERAL PLAN POLICY	ENVIRONMENTAL REVIEW				POTENTIAL EFFECTS			
	NOT SUBJECT TO CEQA	CATEGORICALLY EXEMPT	FUTURE ASSESSMENT	PROJECT LEVEL REVIEW	SIGNIFICANT ADVERSE	SLIGHT ADVERSE	NONE	BENEFICIAL
65. Collect development fees in lieu of park dedication. (OS)	X						X	
66. Provide a variety of park types. (OS, LU)				X		X		
67. Preserve scenic areas. (OS,LU,SH)	X							X
68. Include paths and seating areas in new cluster development. (OS)				X		X		
69. Limit use of land with development constraints to low intensive uses. (OS,LU,SS/S)			X			X		
70. Design in high fire hazard areas to minimize safety concerns. (OS,SS/S)	X						X	
71. Regulate development to minimize slope instability, subsidence, erosion, and seismic dangers. (SS/S, LU)			X				X	
72. Require geotechnical investigation where appropriate. (SS/S)	X							X
73. Minimize development in areas subject to flooding. (SS/S,LU,OS,C)			X			X		
74. Protect structures and control erosion by planting vegetation on unstable slopes. (SS/S,C)			X					X
75. Consider subdivision development on slopes of 30% or greater. (SS/S,LU,OS,C)			X			X		

ENVIRONMENTAL ASSESSMENT MATRIX

GENERAL PLAN POLICY	ENVIRONMENTAL REVIEW				POTENTIAL EFFECTS			
	NOT SUBJECT TO CEQA	CATEGORICALLY EXEMPT	FUTURE ASSESSMENT	PROJECT LEVEL REVIEW	SIGNIFICANT ADVERSE	SLIGHT ADVERSE	NONE	BENEFICIAL
76. Review building code requirements to assure latest geotechnical advances. (SS/S)	X						X	
77. Provide community related services within City limits. (SS/S)	X						X	
78. Identify neighborhood evacuation routes. (SS/S)	X						X	
79. Develop programs for public education about safety/seismic safety. (SS/S)	X						X	
80. Maintain adequate water supply to cover community needs and fire protection. (SS/S,LU)			X			X		
81. Maintain the emergency plan up to date. (SS/S)	X						X	
82. Maintain existing level of service (mid level C) on most streets and intersections. (CI)	X					X		
83. Provide a continuous network of arterial and collector streets. (CI)				X		X		
84. Protect carrying capacity of arterials by concentrating commercial and office uses to reduce access points, provide adequate on-site parking, by limiting strip commercial and encouraging reverse frontage. (CI,LU)				X				X
85. Encourage development of neighborhood commercial centers to relieve congested traffic corridors. (CI,LU)				X				X

ENVIRONMENTAL ASSESSMENT MATRIX

GENERAL PLAN POLICY	ENVIRONMENTAL REVIEW				POTENTIAL EFFECTS			
	NOT SUBJECT TO CEQA	CATEGORICALLY EXEMPT	FUTURE ASSESSMENT	PROJECT LEVEL REVIEW	SIGNIFICANT ADVERSE	SLIGHT ADVERSE	NONE	BENEFICIAL
86. Limit Commercial uses on crucial corridors to low intensive traffic generators. (CI,LU)				X		X		
87. Utilize remaining capacity in defined crucial corridors to serve community-wide functions rather than local service. (CI,LU)			X				X	
88. Establish priorities in traffic improvements to coincide with development/density increases in certain areas. (CI,LU)			X				X	
89. Improve the bike way system by focusing on logical destinations, facilitating crossing key barriers and encouraging bike racks close to destinations. (CI)			X				X	
90. Improve coverage of public transit system, continue focus on downtown area and coordinate with regional systems. (CI)	X							X
91. Implement street standards, as illustrated in Circulation Element. (CI)				X		X		
92. Require traffic mitigation fees to accumulate funds for necessary improvements. (CI)	X						X	
93. Coordinate local circulation facilities with regional plans. (CI)	X							X

ENVIRONMENTAL ASSESSMENT MATRIX

GENERAL PLAN POLICY		ENVIRONMENTAL REVIEW				POTENTIAL EFFECTS			
		NOT SUBJECT TO CEQA	CATEGORICALLY EXEMPT.	FUTURE ASSESSMENT	PROJECT LEVEL REVIEW	SIGNIFICANT ADVERSE	SLIGHT ADVERSE	NONE	BENEFICIAL
94.	Population within the RUL shall not exceed 75000 by the year 2000. (LU,C)				X		X		
95.	Increase residential densities within the RUL to accomodate for growth beyond 2000. (LU,C)				X		X		
96.	Encourage variety in dwelling types and encourage clustering by offering density bonuses where clustering is not required. (LU,H)			X			X		
97.	Except for minor adjustments, maintain existing RUL. (LU,C)	X							X
98.	Encourage annexation of County Islands. (LU)			X				X	
99.	After City's share of regional housing need is met, limit rate of growth to not exceed 75,000 population within RUL by year 2,000; use service, facility, and environment criteria to limit density increases. (LU,C,H)			X					X
100.	Prohibit underutilization of residential land. (LU,H)			X				X	
101.	Fund improvements primarily through user fees. (LU,CI)	X						X	

ENVIRONMENTAL ASSESSMENT MATRIX

GENERAL PLAN POLICY	ENVIRONMENTAL REVIEW				POTENTIAL EFFECTS			
	NOT SUBJECT TO CEQA	CATEGORICALLY EXEMPT	FUTURE ASSESSMENT	PROJECT LEVEL REVIEW	SIGNIFICANT ADVERSE	SLIGHT ADVERSE	NONE	BENEFICIAL
102. Rezoning to higher densities within designated ranges shall satisfy standards for increased intensity of use.				X			X	
103. Calculate residential density on the basis of gross acreage. (LU)	X						X	
104. Allow small second units as rentals if services and parking adequate. (LU)		X				X		
105. Allow mixed residential/commercial uses in certain areas. (LU,H)			X			X		
106. Retain downtown as Napa Valley's primary commercial area. (LU)	X						X	
107. Continue downtown revitalization and renewal. (LU)			X			X		
108. Provide appropriate neighborhood commercial centers. (LU,CI,C)				X		X		
109. Encourage a unified architectural and design theme for the downtown, (LU,HP)	X						X	
110. Prohibit new strip commercial. (LU,CI)	X							X
111. Promote tourist commercial. (LU)				X		X		
112. Encourage structure parking in downtown area.				X		X		

(LU,CI)

ENVIRONMENTAL ASSESSMENT MATRIX

GENERAL PLAN POLICY	ENVIRONMENTAL REVIEW				POTENTIAL EFFECTS			
	NOT SUBJECT TO CEQA	CATEGORICALLY EXEMPT	FUTURE ASSESSMENT	PROJECT LEVEL REVIEW	SIGNIFICANT ADVERSE	SLIGHT ADVERSE	NONE	BENEFICIAL
113. Provide bicycle parking in commercial areas. (LU,CI,C)				X		X		
114. Design bus routes to serve commercial areas. (LU,CI,C)	X							X
115. Mitigate effects of commercial uses on adjacent residential uses. (LU)			X				X	
116. Allow mix of residential, office and commercial uses in the downtown. (LU,HP)			X			X		
117. Allow for office use in medium and high density residential areas in certain locations. (LU)				X		X		
118. Allow neighborhood commercial use in medium and high density residential areas. (LU)				X		X		
119. Provide for medically-related office uses exclusively near Queen of the Valley Hospital. (LU,CI)				X		X		
120. Permit low intensive medical offices in general commercial areas. (LU,CI)				X		X		
121. Encourage non-polluting industry. (LU,C)	X						X	
122. Promote opportunities for small industry. (LU)			X			X		
123. Develop industry consistent with environmental goals. (LU,C)				X		X		

ENVIRONMENTAL ASSESSMENT MATRIX

GENERAL PLAN POLICY	ENVIRONMENTAL REVIEW				POTENTIAL EFFECTS			
	NOT SUBJECT TO CEQA	CATEGORICALLY EXEMPT	FUTURE ASSESSMENT	PROJECT LEVEL REVIEW	SIGNIFICANT ADVERSE	SLIGHT ADVERSE	NONE	BENEFICIAL
124. Provide public and private open space with large employment centers. (LU,C)				X			X	

Land Use Element

The Land Use Element reflects the opportunities and constraints affecting land use identified in the other General Plan elements. Its policies, General Plan Map and Planning Area Descriptions establish a pattern for land use and set forth standards for population densities and intensity of development for each proposed land use. The General Plan Map is the basis for zoning, the principal means of implementing the General Plan. Zoning is by law required to be consistent with the General Plan, and will state specific types of uses and development requirements (setbacks, building size, parking, etc.) allowed in each land use category.

General Plan Map Designations

The General Plan Map is composed of the sixteen Planning Area Land Use Plan Maps. These maps designate types and intensities of land use for all lands within the Planning Area. Land use designations are defined below.

Estate Residential provides for residential development at a density of up to 3 units per gross acre.

Low Density Residential provides for residential development at a density greater than 3 and up to 6 units per gross acre. (3.1 to 6.0)

Medium Density Residential provides for residential development greater than 6 and up to 12 units per gross acre. Business and professional offices may be allowed at appropriate locations. Neighborhood commercial uses may be appropriate and allowed in certain areas. (6.1 to 12.0)

High Density Residential provides for residential development greater than 12 and up to 25 units per gross acre. Business and professional offices may be allowed at appropriate locations. Special Residential projects for seniors may be allowed. Neighborhood commercial uses may be appropriate and allowed in certain areas. (12.1 to 25.0)

Neighborhood Commercial provides for convenience and retail commercial uses which accommodate day to day consumer needs convenient to residential areas. This designation also applies to the existing strip commercial areas where the predominant uses are convenience and retail commercial. Residential uses and business and professional offices are permitted in neighborhood commercial areas.

General Commercial provides for personal and professional services, retail sales, food stores, business and administrative offices, appliances and bulk merchandise, sale and service of motor vehicles and for certain specialized service establishments which, although serving the entire City and its trading area, should not locate in the Downtown Commercial or Neighborhood Commercial areas. General Commercial will normally be located along arterial streets and other major highways; these areas will provide for non-pedestrian oriented retail and service activities.

Downtown Commercial provides for pedestrian oriented retail, office, financial and governmental uses. Residential uses are permitted in certain areas.

Tourist Commercial provides for visitor-oriented commercial uses such as hotels, motels, restaurants, recreation and amusement.

Office provides for medical/dental offices, medical laboratories and other medical type office uses. (Amend. Res. 83-223, 9/20/83)

Industrial provides for a variety of industrial and manufacturing uses.

Public and Quasi-Public Facility provides for public schools, governmental facilities, fire, police, water, sewerage and hospital services.

Park designates publicly owned areas either developed or intended for recreation use.

Greenbelt designates private land intended to remain in agricultural or very low density rural residential uses, institutional uses, public lands and buildings.

Planning Areas generally are based on 1980 census tracts and physical boundaries (i.e. topography, creeks or roadways). The Areas divide the Study Area into convenient areas for analysis and are used to present information more clearly than can be presented on a City-wide map.

The Rural/Urban Limit Line (RUL) defines the geographic boundaries of urban residential development within both incorporated and unincorporated portions of the Napa Planning Area, and provides sufficient land area to accommodate not only the projected housing needs, but also the industrial, commercial and service areas required to serve the population.

Study Area indicates lands which require further evaluation of land use alternatives and development constraints before a General Plan land use designation can be made.

LAND USE DESCRIPTIONS

Residential Uses

There are four primary density ranges for residential development: Estate, Low Density, Medium Density, and High Density. Each category defines the minimum and maximum allowable number of residential units per gross acre. The type of housing, i.e., single or multi-family, rentals or owner-occupied, is not specified in the land use designation. This gives greater flexibility in designing projects to meet site constraints and to reduce construction costs.

Clustered Development

A clustered development pattern enables the averaging of density of a site by building at higher densities in certain areas while preserving natural features or open areas in others. Instead of spreading housing units uniformly over an entire tract structures are arranged in closely related groups.

Structures are sited on suitable terrain, generally on stable, less steep slopes, in locations and patterns which require a minimum amount of grading for pads, streets and utilities. This reduces installation and maintenance costs to the residents and the community.

Unlike a standard subdivision where all land is divided among individual property owners, clustering results in common open space, generally held for the use of all residents. For rental housing, common open space is usually maintained by the owner or management. For owner-occupied housing, open space can be maintained either by a homeowners group (by distributing the special government district to cover the project's open space (practical where open space is extensive and is held in its natural state), by deeding open space to the local government (generally appropriate where open space is intended for public use), or as the responsibility of each individual homeowner by open-space or scenic easement.

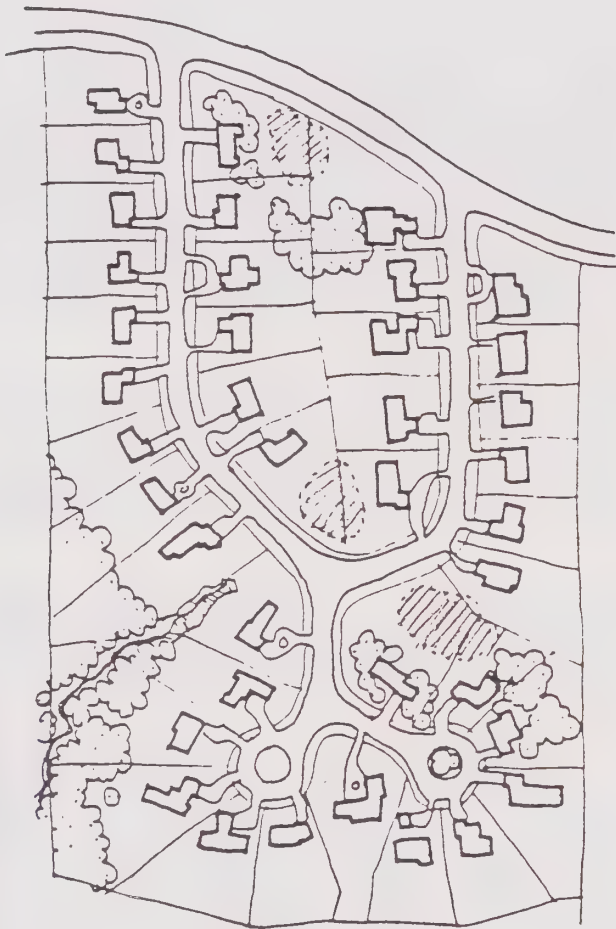
The General Plan may require clustering on slopes of 15% and over, and where necessary to protect river, streams and marshes, and in other areas where desirable to protect scenic areas or view corridors, to protect wildlife habitats, or to protect against environmental hazards. Clustering is encouraged City-wide to achieve landscaped open space and to facilitate construction of affordable housing. Examples of clustering development patterns are shown herein.

Examples A, and B, at a gross density of two units per acre ("Estates Residential"), illustrate the benefits of cluster development. Example A, a conventional layout, provides no common open space; and 20% of the site is

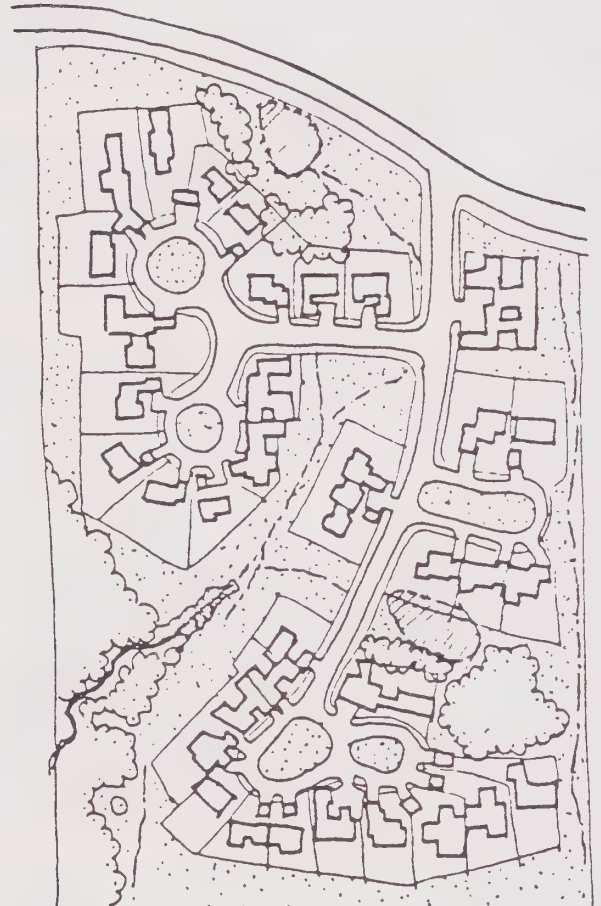
1 See discussion on Increased Intensity of Development (Implementation Section) for minimum and maximum allowable number of units.

2 Units per gross acre are calculated based on the total parcel acreage within the recorded parcel map boundaries, including lands set aside as natural areas (e.g., slopes in excess of 30% and areas below to top of the streambank).

Example A



Example B



Example C



Ironside & Associates
Planning Consultants

Cluster Concepts City of Napa, California

covered by impervious surfaces (i.e., buildings, roadways, sidewalks, parking, patios. In contrast, Example B, a cluster design, sets aside 50% of the site for open space and conservation of natural features, pond areas and tree masses. Only 16% of the site is covered by impervious surfaces. Example B provides a variety of housing types, i.e., single-family lots, attached units, zero lot line, townhouses and atrium units. Example C illustrates a cluster development at a density of 15 units per acre ("High Density Residential") and shows that cluster design can take many original, creative forms.

Special Residential

The Special Residential policy is intended to allow for affordable high density housing in High Density Residential areas for low and moderate income elderly or handicapped persons. Densities up to 60 units per acre may be permitted where compatible with surrounding land uses and where site conditions and service capabilities permit. Sites appropriate for Special Residential development are those accessible to transit, commercial, and medical services. Zoning requirements regarding parking, building heights, or open space may be modified to accommodate up to 60 units per acre when residents' needs are met and where compatible with neighborhood character. Projects will not be eligible for any density bonus about 60 units per acre. Sites designated as high density residential in the General Plan may be issued a use permit for the Special Residential designation, in response to a specific project application. (see Housing Element)

(Amend. Res. 86-74, 4/1/86)

Commercial Development

The General Plan designates five types of commercial: Neighborhood, General, Downtown, Tourist, and Office. Some commercial uses are allowed in more than one land use category. Zoning will define permitted uses in greater detail.

In addition to limiting the types of uses permitted in each commercial designation, the Plan limits the intensity of uses in certain areas in order to mitigate traffic impacts. Service, retail and convenience commercial uses are among the highest traffic-generating uses. The Circulation element recommends restricting high traffic-generating commercial uses on crucial corridors. The type and intensity of new commercial development in these areas will be limited to low traffic intensive uses with on-site mitigation such as combined parking lots and accessways, and locating driveways on side streets. Low and high traffic generating commercial uses are identified in the Circulation Element. Circulation policies recommend establishing an overall permitted level of traffic on crucial corridors and allocating a proportion of the total among all properties fronting on these streets. The plan changes land use designations along parts of Jefferson Street and Soscol Avenue from General Commercial to neighborhood commercial and medium density residential, (See Planning Areas 7 and 14, respectively). These uses will generate less traffic in these crucial corridors, and reflect the long term preferred use. There is adequate land elsewhere in the City to accommodate general commercial uses.

Only a small amount of land is designated in the plan exclusively for office use: properties along Trancas Street east of Jefferson to Big Ranch Road and east side of Beard Road near Queen of the Valley Hospital. This area is intended exclusively for medical/dental, medical laboratories and other medical type office uses. Low traffic intensive medical offices may also be allowed in other commercial zones and in medium and high density residential areas, but not on crucial corridors. Offices are generally compatible with

these uses; by allowing them anywhere in these designations, developers and the City retain flexibility in locating new offices, and reduce the need for General Plan lot coverage, etc. (Amend. Res. 83-223, 9/20/83)

The General Plan supports the City's redevelopment plans for the central business district. The plan encourages department store type uses in the downtown and limits retail development in other parts of the City to neighborhood, general and tourist commercial uses. Downtown circulation policies will be clarified through redevelopment plans.

Industrial Development

Most industrial development in Napa is in the southern part of the City, with some in the central area along the river. Napa has 617 acres (including Bedford) designated for light to moderate intensity industry, of which about 65% is vacant. Industrial development is also proposed for County lands south of the City.

Lands designated for industrial use in the City's plan correspond with those designated for industrial use by the County. Properties designated to receive irrigation waters from the sewage treatment plan are set aside for agricultural use.

Analysis of projected employment opportunities and industrial growth support an average annual need for 8 to 10 acres of industrial growth per year in Napa County. The General Plan provides adequate land for this need both within and outside the urban area. Some properties previously zoned industrial but vacant or developed as commercial have been designated commercial to better reflect the current use and to express the long term preferred use. The City's policy is to encourage industrial development to strengthen the local economy and provide jobs.

Public and Quasi-Public Facility

Public and Quasi-Public uses are shown on the map as one land use category. The Community Facilities Map identifies these and other community facilities by use and name.

Private schools and churches are shown on the Land Use map by symbols. Private school and church properties are designated for an underlying use consistent with neighboring properties (usually residential or commercial) to show the long term appropriate use. The underlying designations will not affect the status of current church or private school operations. Public schools are shown on the Land Use map as Public/Quasi-Public facilities.

Park and Greenbelt

Parks and publicly-owned lands are those currently used or intended for recreational activities. Park lands are lacking in all planning areas necessary to meet the neighborhood and community park needs of Napa. The City should strive to obtain these lands for future and existing park needs. (Amend. Res. 86-75, 4/1/86)

Greenbelt lands surround the RUL and are to remain in agricultural or very low

1 SRI International Summary, Economic Analysis, City of Napa, June 1982

density rural residential, public or institutional use. The plan seeks to maintain these areas by providing adequate land and development potential within the RUL to accommodate anticipated growth beyond the year 2000.
4/1/86)

Study Area

Lands designated as Study Areas in the General Plan are those which require further evaluation of land use alternatives, development constraints, service availability, etc. Any proposed use shall require a General Plan amendment and environmental review prior to designating permitted land uses and development standards. The City may respond to a specific land use proposed with policies and criteria for use of the site, consistent with other General Plan policies.

Planning Area

The Planning Areas are cohesive planning units for the purposes of describing neighborhood characteristics, circulation, land use issues, and areas of past and projected growth. Some Planning Area boundaries include County lands, shown as greenbelt. Inclusion of these lands in the City's Planning Areas in no way implies that these lands are appropriate for eventual urban use. The Plan addresses these lands merely to portray the City among its surroundings rather than to plan for its development in isolation. The Greenbelt designation fortifies the City's intention that these adjacent County lands not be urbanized.

Rural/Urban Limit Line (RUL)

Land within the RUL, both incorporated and unincorporated is generally appropriate for urban development. It is the City's policy not to allow urban development beyond the RUL. The General Plan supports this policy by providing adequate development potential within the RUL to accommodate urban growth beyond a 75,000 population level expected by the year 2000.

The RUL has been adjusted to accommodate the following:

1. Planning Area 4, to include the extension of Trower Avenue to Big Ranch Road.
2. Planning Area 12, to include lands suitable for residential development.
3. Planning Area 14, to include an abandoned quarry site and adjacent parcels for medium density residential development.

Subsequent modifications to the RUL will require a General Plan amendment, and will be subject to policies and criteria regarding the City's desired urban boundaries.

Flood Hazard Areas

State planning law requires that the Land Use Element address land uses appropriate to areas subject to flood hazards. Flood hazard areas are subject to Federal flood insurance regulations. These areas are mapped showing the floodway and floodway fringe. Safety standards and development regulations are discussed more thoroughly in the Seismic Safety/Safety and Open Space Elements.

The City is currently studying appropriate land uses in flood hazard areas. Until this analysis is concluded, General Plan designations must be considered interim and non-binding. Land uses designated on all sites within the floodway or floodway fringe will be subject to amendment based upon this study.

IMPLEMENTATION

Introduction

The City of Napa's 1982 General Plan has a firm policy of population growth not to exceed a total of 75,000 persons within the RUL by the year 2000. This 75,000/2000 policy has strong community support. To preserve the integrity of the Rural/Urban Limit line there must be sufficient capacity within the RUL for some continued development beyond the year 2000. In order to maintain land around the City in a relatively open, undeveloped condition, increased population density within the City will be necessary.

These policies of 75,000/2000 and increased interior holding capacity raise some concerns. How can development be phased in an orderly, comfortable manner so that 75,000 will not be exceeded by the year 2000, possibly overburdening facilities and services and diminishing community values? Another concern is that 75,000 population could be achieved prior to 2000, thus resulting in a condition where growth could no longer occur or pressures for expansion of the RUL would be increased.

This section describes procedures that would establish the General Plan as the primary tool for managing the sequence and timing of development. State laws establish a basis for these procedures in requiring that developmental approvals must be consistent with the General Plan. Additionally, the law requires that proposals that are inconsistent with the Plan must be denied.

Consistency Provisions in State Law

Following is a brief description, excerpted from the State's General Plan Guidelines, pointing out specific requirements for consistency between the general plan and related regulations or actions:

1. Zoning

Government Code Section 65860: requires that zoning ordinances in counties, general law cities, and charter cities with a population of over two (2) million be consistent with the general plan.

As a charter city, Napa is not subject to this requirement, but as a matter of policy, the City should follow this requirement in order to assure consistency between zoning and the General Plan.

The General Plan contains significant proposals that should be implemented through a major review and revision of the City's zoning ordinance. There also have been numerous changes in the State Planning and Zoning Law that should be incorporated into the City's ordinance.

2. Subdivisions

Government Code Sections 66473.5 and 66474: require that subdivision and parcel map approvals in all jurisdictions be consistent with the general plan.

3. Open Space

Government Code Section 65566: requires that acquisition, disposal, restriction, or regulation of open space land by a city or county be consistent with the open space element of the general plan.

Government Code Section 65567: prohibits the issuance of building permits, approval of subdivision maps, and adoption of open space zoning ordinances that are inconsistent with the open space element of the general plan.

Government Code Section 65910: requires that every city and county adopt an open space zoning ordinance consistent with the open space element of the general plan.

4. Capital Improvements

Government Code Sections 65401 and 65402: require the review of and report on the consistency of proposed city, county, and special district capital projects, included land acquisition and disposal, with the applicable general plan.

5. Development Agreements

Government Code Section 65867.5: requires that development agreements between developers and local governments be consistent with the general plan.

6. Redevelopment Plans

Health and Safety Code Section 33331: requires that every redevelopment plan conform to the adopted general plan.

7. Housing Authority Projects

Health and Safety Code Section 34326: declares that all housing projects undertaken by housing authorities are subject to local planning and zoning laws.

8. Planning Commission Recommendations

Government Code Section 65855: requires that the planning commission's written recommendation to the legislative body on adoption or amendment of a zoning ordinance include a report on the relationship of the proposed ordinance or amendment to the general plan.

9. Project Review Under CEQA

Title 14, California Administrative Code Section 15080: requires examination of projects subject to the provisions of the California Environmental Quality Act for consistency with the general plan.

Zoning and Consistency

Zoning is an exercise of a police power designated to cities by the California Constitution. The basis for this exercise of power is the protection and promotion of public health, safety and general welfare. The general plan is the most relevant description of local values concerning general welfare as it relates to land use regulation. If Napa's zoning ordinance is consistent with its General Plan, the zoning ordinance and implementing actions will be consistent with local perceptions of general welfare. Consistency must be found in the basic regulations and subsequent changes. Therefore, any amendments, such as rezoning must also be found to be consistent with the general plan. Where the general plan deals with time as well as space, it is assumed that consistency applies to both dimensions. For example, the Planning Area descriptions recommend sites appropriate for density increases in the Area. If, however, through monitoring of rezonings and building permits issued it appears that the rate of density increases is such that the 75,000 by 2000 policy is in jeopardy, rezonings to higher densities should be slowed. This should not occur until regional housing needs are satisfied. Once the City's share of regional housing needs is satisfied and phasing of development is determined to be necessary in order to implement the 75,000/2000 policy, then findings of consistency with the plan may be used to approve or deny applications for density increases.

Subdivisions and Consistency

All cities, including charter cities, are subject to the requirements of AB1301 that subdivision approvals be consistent with the general plan. Government Code Sections 66473.5 and 66474.60 require findings that a proposed subdivision (including parcel maps) is consistent with the general plan and any applicable specific plan. The findings only can be made if the proposed subdivision and land use is "compatible with the objectives, policies, general land uses and programs specified in such a plan." Furthermore, Government Code Sections 66474 and 66474.61 require denial of a tentative or final map if it is found that either the proposed map is not consistent with applicable general and specific plans; or, the design or improvement of the proposed subdivision is not consistent with said plans.

The Housing Element and Consistency

The Housing Element is intended to assist in the attainment of adequate, affordable housing by existing and future Napa residents at all income levels. The anticipated "need" for housing units is based upon market demand, employment opportunities, availability of suitable sites and public facilities, commuting patterns, type and tenure of housing need and needs of farmworkers.

Napa's share of the 1980-90 regional housing need was calculated to be 4,811 units.(1) Under State law, the City of Napa is obligated to establish policies, goals and objectives to maintain, improve and provide housing units to meet this calculated need. The need for housing based upon market forces may be larger than 4,811. (Amend. Res. 86-74, 4/1/86)

1. Refer to Housing Element for computation.

Based upon community values, availability of facilities and service limitations, Napa's 1982 General Plan establishes a population policy of 75,000 by the year 2000. In order to be consistent with this level of growth, the general plan will regulate the location and intensities of various types of development and, if necessary, will control the rate of change by making or not making findings of consistency between a proposed project and the general plan.

The City has adopted programs to attempt to meet its share of regional housing needs (4,811 units by 1990). The City also has adopted a 75,000/2000 policy and desires to maintain a regular and balanced growth for the rest of the century. This is an average of 512 units per year over 15 years. Unless the development rate exceeds about 512 units per year (with some flexibility for accelerated or slow growth periods) no additional controls over the growth rate are needed. If, however, the number of units approved each year begins to outpace the average growth rate needed to stay within 75,000 by 2000, actions such as rezoning to increase density should be reduced to slow the rate of change.(1)

(Amend. Res. 86-74, 4/1/86)

Another consideration of the Housing Element is the provision of housing affordable to low and moderate income households. It is understood that meeting the housing needs of these households requires cooperation among various levels of government. Traditionally, the major responsibility for housing assistance has been federal and to a lesser extent the State Government. In 1982 there is a paucity of Federal and State programs to support low and moderate income housing. However, this factor may change in the future. Therefore, it would be prudent for Napa to exempt very low, low and moderate income housing from any growth limiting regulation.

Increased Intensity of Development

The 1982 General Plan designates areas where residential density shall be increased. In the future, most development proposals will be based upon a request for higher density. The request should be approved only if it is consistent with the land use designations, policies and standards of the General Plan, including the 75,000/2000 policy and standards for services, neighborhood character and affordability of housing.

It is possible that a developer or property owner would rather build to existing low density than wait, perhaps several years, for the higher density indicated in the General Plan. If a site were proposed to be fully developed at a density less than that designated on the General Plan Map, the general plan policy of concentrating development to avoid expansion of the RUL would be undermined. Because City actions on development proposals shall be consistent with the General Plan policies and land use designations, such an "under density" proposal would have to be denied. However, some use on a portion of the site could be allowed if it does not preclude eventual development at the designated density for the entire site. In essence, a portion of the property would be land banked for future development.

1. The original Draft Land Use Element, adopted with the 1982 General Plan established this figure at 540 units. This was revised to 512 in the 1985 Housing Element Update. See Housing Element for technical details.

For example, if a parcel that is presently zoned "R-1" and is allowed a maximum density of four dwelling units per acre and were designated on the 1982 General Plan Map as "MR" (Medium Density Residential), the permitted density range would be six to twelve dwelling units per acre. However, because it will not be permissible to develop the entire parcel at a density less than the minimum range of the land use designation (in this instance six per acre), the developer would have two choices: 1) rezone the parcel to conform to the "MR" land use designation and develop the site (or portion) at a minimum density of six dwelling units per acre; or 2) retain the existing zoning and develop a portion of the parcel at a density of four dwelling units per acre or less, but retain the remaining portion of the site (i.e. land bank) to permit future development of a sufficient number of dwelling units so that the overall density of the parcel when fully developed will be at least six units per acre.

If no discretionary approval such as a subdivision or rezoning is required, however, the project could proceed. Most proposals of any consequence would require at least a subdivision which could not be approved if found to be inconsistent with the general plan.

Development agreements, as provided in Sections 65864-65869.5 of the Government Code provide another useful tool to implement general plan policies. A development agreement is a contract between the City and a developer which sets forth the benefits and responsibilities for each party. In the case of a project whereby increased density could accelerate growth to an undesirable rate, consistency with the general plan may be achieved through voluntary phasing where the developer would contract to develop only a portion of the site at the higher density and hold the remainder of the property undeveloped for an agreed period of time.

Standards for Rezoning to Increase Intensity of Use

The location and type of development are described in the Planning Area descriptions. General Plan Policies set standards for environmental protection, public health and safety, availability of services and neighborhood character, as well as mitigations for development impacts. The following standards should be considered when reviewing applications for rezoning to increase intensity of land use.

1. Urban services, including streets, water pressure, sewer service, storm drainage systems, police and fire service, transit, proximity to commercial and employment opportunities, etc. shall be adequate to serve proposed densities. Whereas most areas of the city have adequate services for proposed residential densities, service levels in some areas need improvement before a significant amount of development occurs.
2. Traffic constraints and proposed improvements: The DKS Final Circulation Technical Report identifies congested corridors and intersections, and projects traffic circulation problems based on general plan buildout and increased densities. Circulation improvements primarily should be financed by traffic mitigation fees and should coincide with development in problem areas.

(Amend. Res. 85-407, 11/25/85)

3. Environmental concerns, such as geologic and soil hazards, protection of wildlife habitats and open space, flood hazards, fire hazard, noise and air quality concerns, etc. shall be mitigated.

When development within the density range prescribed by the Land Use Element is inconsistent with the policies of the Seismic Safety/Safety, Conservation or Open Space Elements, a reduction in project size, scale and density (to less than the minimum) may be authorized by the City Council with the finding that:

- (a) the site has specific physical constraints, which may include geologic, flood, fire or erosion hazards, that substantially limit design and development alternatives (e.g. a project located on steep, potentially unstable slopes that would require extensive grading); or
 - (b) the site has specific environmental resources, which may include riparian or marshland/wetland areas, that would be adversely affected by a project developed at the minimum densities prescribed by the General Plan (e.g. a site with extensive riparian habitat which limits the potential area available for development).
4. Neighborhood Character: A residential project shall be compatible with, although not necessarily identical to, the character of the neighborhood in which it is located. The density, housing style, height, setbacks and overall design of the existing neighborhood shall be considered when evaluating the compatibility of residential projects. A reduction in minimum project density may be authorized by use permit in accord with the following schedule when the City Council finds that the reduction is the only feasible way to insure that the project is compatible with the existing residential neighborhood:

Density Reductions

Medium Density Residential-not less than 5 dwellings per acre.

High Density Residential-not less than 9 dwellings per acre.

Reduction in density pursuant to this policy shall not be available for a project located in an area which, where taken on a whole, is only partially developed, and classified by the Land Use Element for a higher, future urban density, when the findings required to increase the intensity of use on the property are established after public hearing pursuant to the Standards to Increase Intensity of Use (ref. pp 6-115 and 6-116).

5. Relation to Napa's share of regional housing need and the City's 75,000/2000 policy should be considered. Requests for increased density that would contribute to a rate of change beyond that which is consistent with the 75,000/2000 policy should be found to be premature. Projects that provide housing affordable to very low, and low and moderate income persons should be encouraged and found to be timely.

Consistency of Land Uses with the General Plan

Napa's Zoning Ordinance will require a finding that a proposed use conforms to the designation of the General Plan. The Ordinance also provides that uses which were lawfully established but are not listed in the Ordinance as permitted in the zoning district in which they are located may be continued but limitations are placed on their re-establishments, maintenance and expansion.

These special provisions for conformity with the General Plan and Zoning Ordinance are intended to encourage eventual conversion of land uses so that in time all will be consistent with the uses proposed in the Plan and permitted in the Ordinance. In practice, however, uses may be very slow to convert, particularly in times when there is not a great deal of economic incentive for conversion. Therefore, there is no intent in the General Plan that sanctions be taken against uses that conform to zoning but do not conform to the General Plan. Such uses may continue and be replaced, as long as they conform to zoning regulations.

The intention of the General Plan is to designate appropriate and logical arrangements of land uses while recognizing that in some areas uses exist that are not in conformity with the designation. It should be kept in mind that the timing of change is an ingredient in the consistency factor. When judging whether or not a proposed use conforms to that designated by the General Plan, consideration should be given to whether or not a proposed change meets the Standards for Increased Intensity of Use and is found timely.

Table 3-1

HOUSING CAPACITY BY PLANNING AREA*

PLANNING AREA	ESTIMATED AT LOW-RANGE	HOUSING AT MID-RANGE	CAPACITY AT HIGH-RANGE	% TOTAL HOUSING CAPACITY
1 - Salvador	307	461	615	4.5
2 - Dry Creek	274	411	548	4.1
3 - Linda Vista	737	1105	1474	11.0
4 - Crescent	1235	1854	2472	18.2
5 - Milliken/Sarco	N/A	N/A	N/A	N/A
6 - Alta Heights	208	263	318	3.1
7 - Beard	452	686	914	6.7
8 - Lincoln	78	122	162	1.1
9 - Central Napa	177	268	357	2.6
10 - Pueblo	397	608	809	5.9
11 - Browns Valley	537	656	775	8.0
12 - Foster	1237	1872	2486	18.5
13 - Shearer	70	106	142	1.0
14 - Terrace/Shurtleff	625	947	1262	9.3
15 - Southeast Napa	N/A	N/A	N/A	N/A
16 - River West	346	525	701	5.1
TOTAL	6680 units	9884 units	13,035 units	100.0

* Data from Napa Land Use/Vacant Land Inventory, January 1986

The policies of the Land Use and Housing Elements assume that while development at the low-range may occur in some areas of the City, development at the mid-range or higher will occur in other areas.

PLANNING AREAS

Planning Area 1--Salvador

The Salvador Planning Area is the northernmost planning area, including urban lands north of El Centro, and County lands south of Oak Knoll Avenue. Highway 29 forms the planning area's western boundary; the Napa River borders on the east. Salvador Avenue and Big Ranch Road are the main east-west and north-south streets, respectively. Unincorporated lands are cultivated in vineyards and orchards, and are developed with low density rural-type single-family homes. Lands within the RUL are developed at estate and low density single-family densities with a few multi-family residences, a trailer park, two elementary schools (Salvador and El Centro) and several neighborhood parks (Springwood, Summerfield, Monarch). There are approximately 870 residential units and 22 acres of vacant land within the RUL. Unincorporated lands within the RUL are underutilized at rural residential densities and are appropriate for infill at higher densities.

The principal environmental constraints to development in this planning area occur outside the RUL: flood hazard and retention of agricultural lands. Lands outside the RUL are designated as Greenbelt. Agricultural lands within the RUL are held in small parcels, are surrounded by urban development and are thus not economical for farming.

The General Plan map shows increased residential densities for vacant and underutilized lands within the RUL. The potential number of additional housing units in this planning area was estimated in 1986 to range from 307 to 615.

Properties along the proposed Jefferson Street extension and at the intersection of Salvador and Highway 29 are designated for medium density residential development (6 to 12 units per acre, respectively). Unincorporated lands east of Jefferson Street are designated for medium density residential use. Other underutilized lands within the RUL should infill at densities similar to the surrounding uses.

Most urban services are adequate to accommodate increased residential densities in northern Napa (see traffic circulation discussion below). Sewer service will need to be provided to unincorporated lands within the RUL before higher densities are accomplished. The NSD service area includes these areas, however. This area lies beyond the 1½ mile fire response distance. Fire response time will be improved when the proposed fire station is constructed at Trower Avenue and Solano Avenue. Bel Aire Shopping Center and a the recommended neighborhood commercial site in Planning Area 4 will provide convenient local shopping facilities.

Circulation continuity and street spacing are the main traffic concerns in northern Napa. The proposed northern extension of Jefferson Street from Trower to Salvador as a two-lane arterial street will improve north-south circulation. Coordination with the completion of other proposed street improvements (Trower, Sierra-Garfield and Big Ranch/Soscol) will mitigate increased traffic levels on Jefferson. The extension is scheduled for 1986-90.

Problem intersections in north Napa (Trancas and Jefferson Streets, and Trancas/Redwood/Highway 29) will be congested by increased densities in the Salvador planning area. Completion of the recommended east-west and north-south circulation improvements will reduce traffic congestion at problem intersections. A proposed byway collector along the east side of Highway 29, between Monarch Drive and Salvador Avenue, will also improve circulation in the area. The byway is scheduled for 1991-95.



Index - Planning Area 1

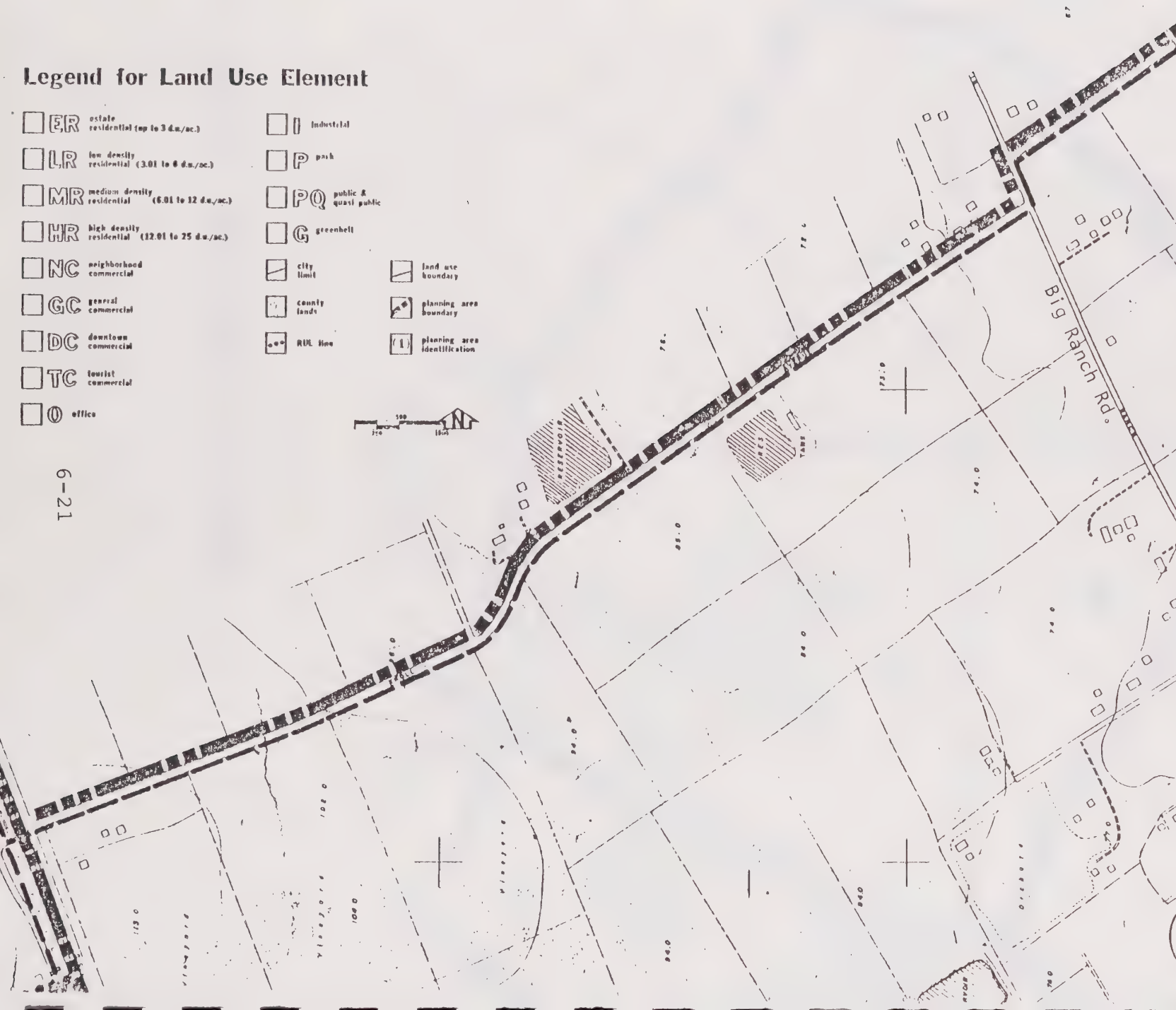
Planning Area 1

Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	Industrial
LR	low density residential (3.01 to 6 d.u./ac.)	P	park
MR	medium density residential (6.01 to 12 d.u./ac.)	PQ	public & quasi public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighborhood commercial	city limit	land use boundary
GC	general commercial	county lands	planning area boundary
DC	downtown commercial	RUL line	planning area identification
TC	tourist commercial		
O	office		



6-21



1A

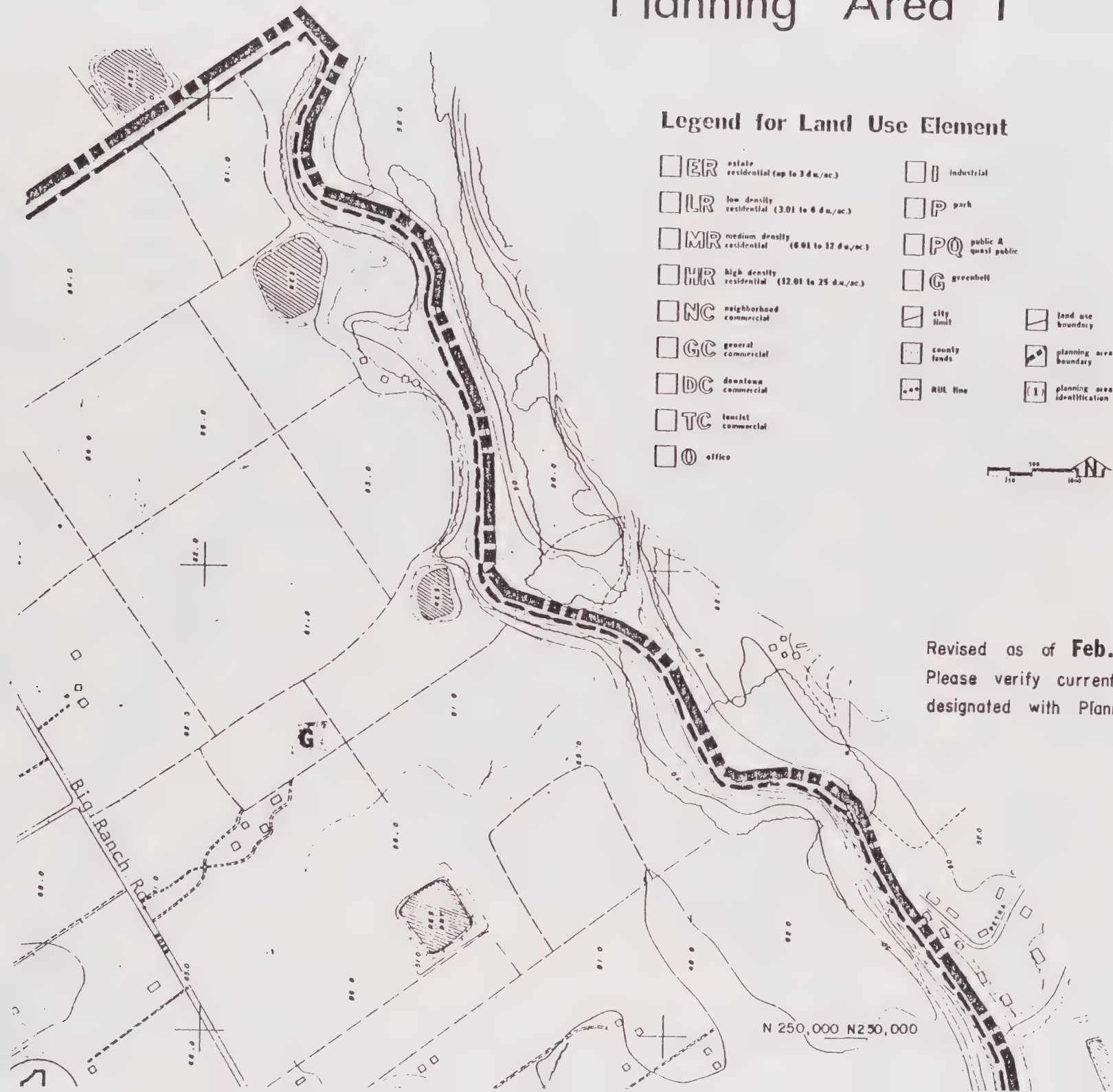
Revised as of **Feb. 01, 1986**

Please verify current land use

Planning Area 1

Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	industrial
LR	low density residential (3.01 to 6 d.u./ac.)	P	park
MR	medium density residential (6.01 to 12 d.u./ac.)	PQ	public & quasi public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighborhood commercial		city limit
GC	general commercial		county lands
DC	downtown commercial		planning area boundary
TC	tourist commercial		RUL line
O	office		planning area identification



Revised as of **Feb. 01, 1986**

Please verify current land use
designated with Planning Department.

Planning Area 1

6-23

Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	industrial
LR	low density residential (3.01 to 6 d.u./ac.)	P	park
MR	medium density residential (6.01 to 12 d.u./ac.)	PQ	public & quasi public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighborhood commercial		city limit
GC	general commercial		county lands
DC	downtown commercial		RUE line
TC	tourist commercial		planning area boundary
O	office		planning area identification



Salvador Ave.

1C

Extension of Jefferson St.

Revised as of Feb. 01, 1986

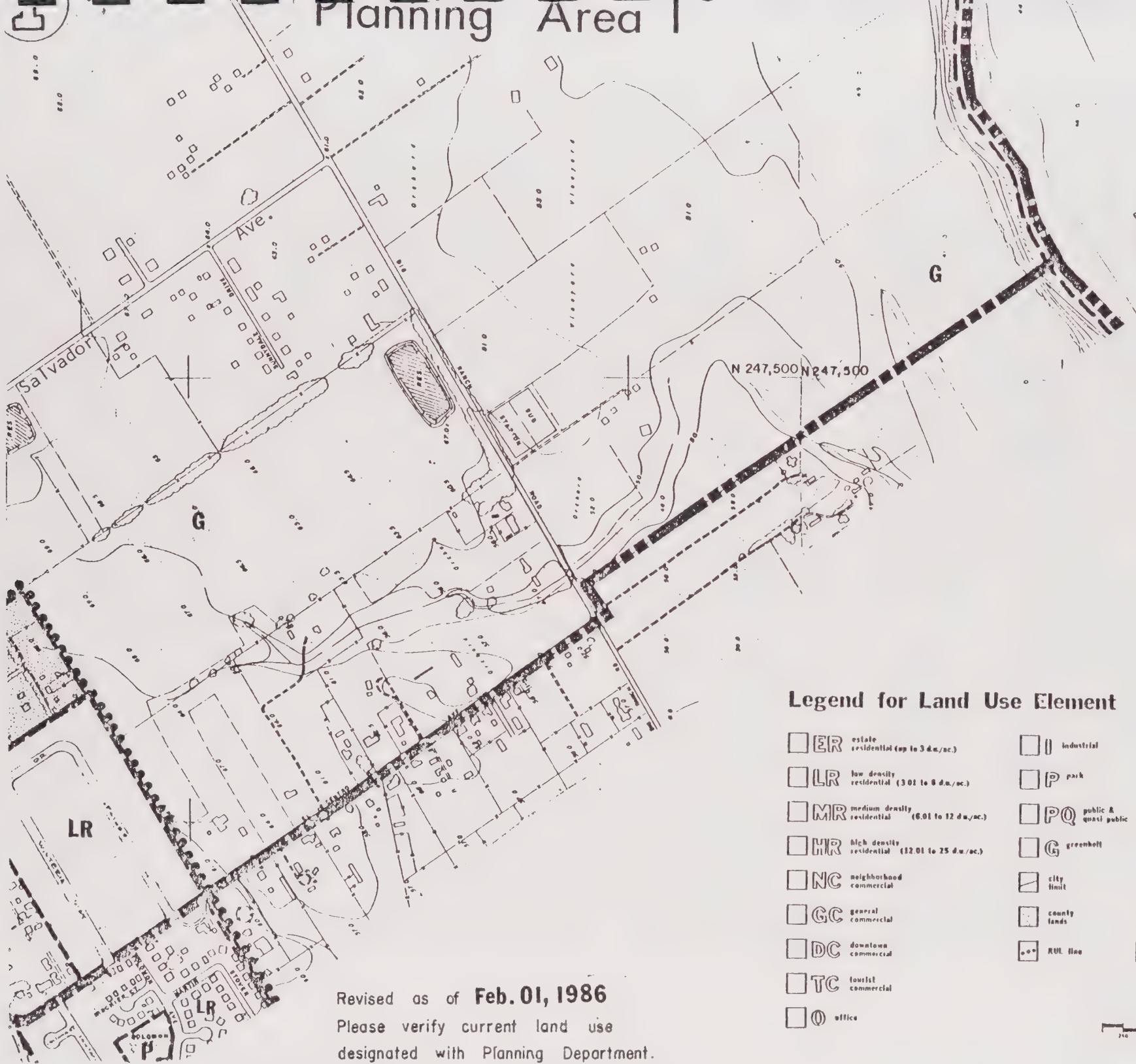
Please verify current land use

designated in Planning Department

Planning Area I

1D

6-24



Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	industrial
LR	low density residential (3.01 to 6 d.u./ac.)	P	park
MR	medium density residential (6.01 to 12 d.u./ac.)	PQ	public & quasi public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighborhood commercial	city limit	land use boundary
GC	general commercial	county lands	planning area boundary
DC	downtown commercial	RUL line	planning area identification
TC	tourist commercial		
office			

Revised as of **Feb. 01, 1986**
Please verify current land use
designated with Planning Department.



Planning Area 2--Dry Creek

The Dry Creek Planning Area covers the northwestern corner of the City and unincorporated lands between Highway 29 and Dry Creek Road. The area's southern boundaries are West Salvador Avenue and Linda Vista Avenue. The northern limit is an imaginary line running approximately $\frac{1}{4}$ mile north of a westward extension of Oak Knoll Avenue.

Roughly three-quarters of the Dry Creek Planning Area is outside the RUL. Most of this land is cultivated as vineyards with some scattered houses on large lots. Rural land uses, particularly agriculture, should continue on lands outside the RUL. These areas are designated as Greenbelt in the General Plan.

Land uses within the City limits/RUL are primarily medium density manufactured home parks, with a small amount of commercial development on Solano Avenue. There are now 578 residential units in the area. Roughly 80 acres of vacant or underutilized lands along Solano are committed to manufactured housing use. A 187 unit mobile park and a motel are approved for vacant parcels on Solano. Another roughly 15 acre parcel inside the RUL is appropriate for medium density residential development. The potential number of additional housing units in this planning area was estimated in 1986 to range from 274 to 548. New manufactured home projects should be landscaped attractively to enhance their appearance from Highway 29.

Urban services are generally adequate to serve General Plan densities. Traffic circulation is the primary constraint to increased densities. East-west continuity is poor; Highway 29 acts as a barrier to crosstown travel. There are sufficient crossing points but highway traffic and the discontinuous routes between Dry Creek and Big Ranch Roads channel traffic onto already congested Trancas Street and Redwood Road. Recommended street improvements include the extension of West Salvador Avenue from Highway 29 to Dry Creek Road with signalization and improvements at the highway. Plan lines for the extension of Salvador Avenue from Solano Avenue to Linda Vista, should be established and street construction accomplished concurrent with the development of the adjacent lands. Trower Avenue can take some of the traffic.

This area lies beyond the $1\frac{1}{2}$ mile fire response distance. The proposed fire station number three will help mitigate this problem.



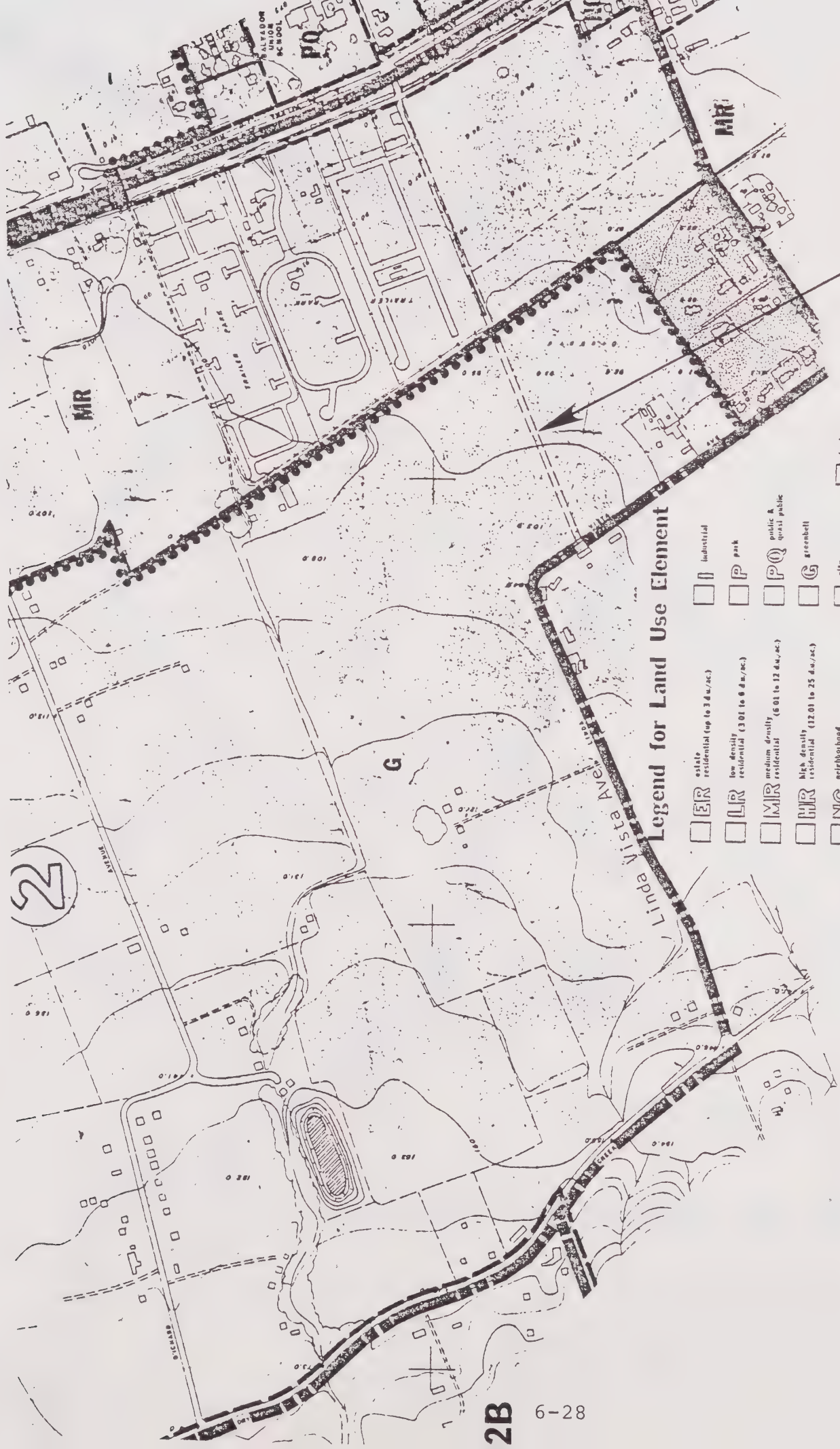
Index - Planning Area 2

Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	industrial
LR	low density residential (3.01 to 6 d.u./ac.)	P	park
MR	medium density residential (6.01 to 12 d.u./ac.)	PQ	public & quasi public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighborhood commercial	City limit	
GC	general commercial	County lands	
DC	downtown commercial	RRT line	
TC	tourist commercial	Land use boundary	
Office	office	Planning area boundary	
		Planning area identification	



Planning Area 2



Legend for Land Use Element

- ☐ ER estate residential (up to 3 d.u./ac.)
- ☐ LR low density residential (301 to 6 d.u./ac.)
- ☐ MIR medium density residential (6.01 to 12 d.u./ac.)
- ☐ MR high density residential (12.01 to 25 d.u./ac.)
- ☐ NC neighborhood commercial
- ☐ GC general commercial
- ☐ DC downtown commercial
- ☐ I industrial
- ☐ P park
- ☐ PQ public A quasi public
- ☐ G greenbelt
- ☐ city limit
- ☐ county limit
- ☐ R22 line
- ☐ land use boundary
- ☐ planning area boundary
- ☐ planning area identification

Extension of Salvador Ave.

2B

6-28

Revised as of Feb. 01, 1986

Please verify current land use
signature with planning department

Planning Area 3--Linda Vista

The Linda Vista Planning Area in Napa's northwestern quarter is bounded by West Salvador, Linda Vista Avenue and a line extending west of Dry Creek Road $\frac{1}{4}$ mile north of Linda Vista Avenue on the north, Redwood Road on the south and west, and Highway 29 on the east. West of Dry Creek Road and north of West Salvador, unincorporated lands are largely cultivated as vineyards with some grasslands and scattered houses.

Lands within the City limits are mostly developed as low density single-family residential subdivisions. There are approximately 1,400 residential units in the planning area. Vacant or underutilized large lots are scattered throughout the area and along the northern edge. Two public schools (Northwood Elementary School and Redwood Middle School), two parochial schools and several parks (Alston (proposed), Vine Hill, Villa Las Flores, Vineyards, Dry Creek, and Norfolk totlot) are located in the area. There is a large motel and mixed commercial uses at the intersection of Redwood Road and Highway 29.

Alston Park, a 157-acre City-owned undeveloped park site, occupies much of the planning area west of Dry Creek Road. The eastern portion of the site is relatively level, sloping upward to over 15% with elevations up to 300 feet. Plans to develop the park were held in abeyance following failure of a bond election in 1980. Detailed development plans called for softball, baseball, hiking, cultural activities and other recreational uses. There are no current proposals or funds to develop the site. The City will retain ownership of the property until funds are available to develop and maintain a park.

Redwood Creek flows along the east side of Redwood Road. It is identified as a migration corridor, and as a spawning and summer habitat for steelhead trout. Development along the creek should be set back with natural buffers to protect riparian vegetation. A fault roughly parallels Dry Creek Road on the west outside the RUL.

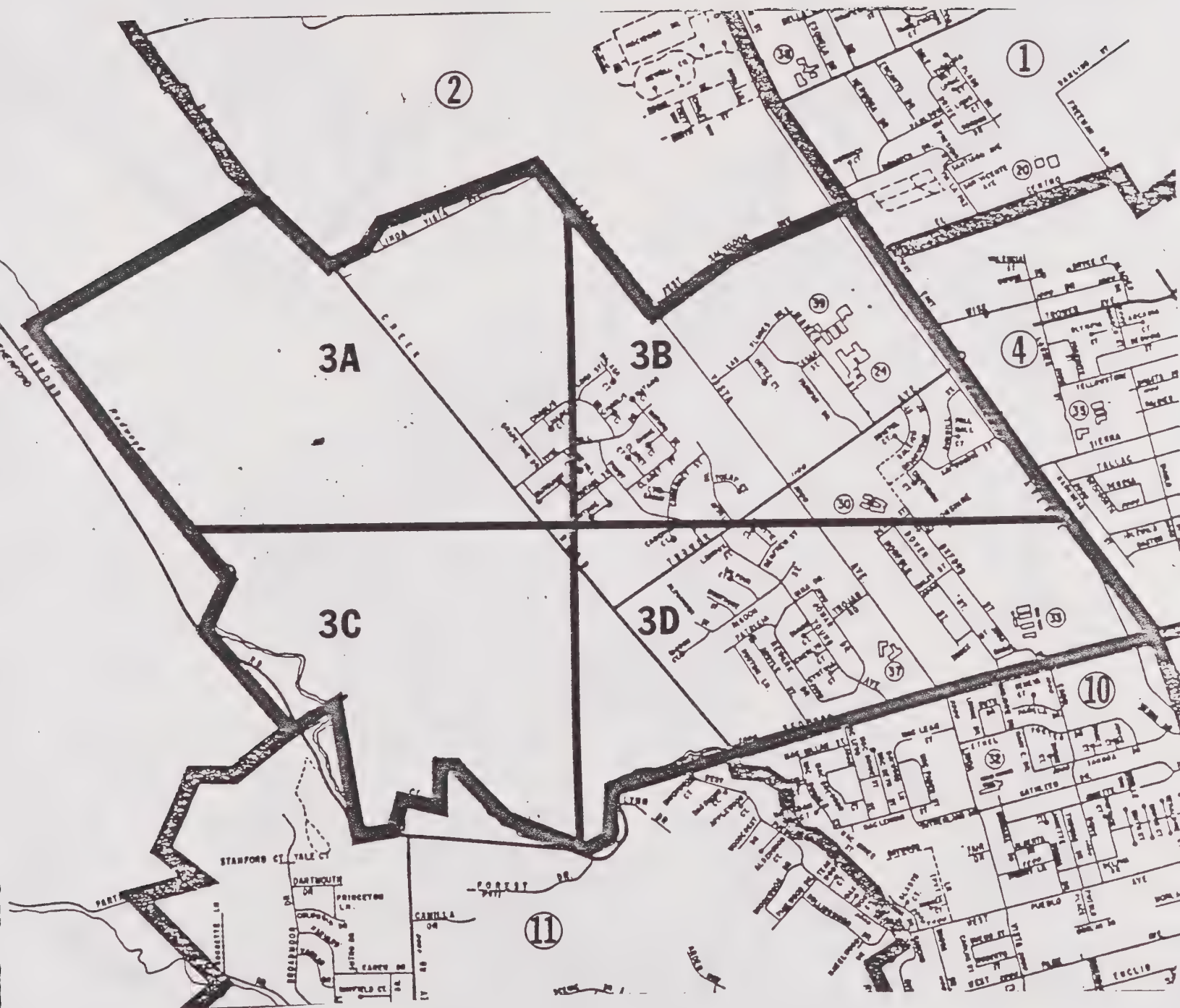
Linda Vista holds considerable potential for urban infill. About 85 acres within the RUL are vacant. In addition to vacant lands, deep lots and sparsely developed residential areas could accommodate additional residential units under the City's current ordinance.

The potential number of additional housing units in this planning area was estimated in 1986 to range from 737 to 1474. Lands inside the northern RUL line are designated for medium density use (6 to 12 units per acre); a vacant site north of Trower Avenue on Dry Creek Road is designated for medium density residential development. These sites have good access. Vacant or underutilized lands throughout the Planning Area are designated for medium density residential development (6 to 12 units per acre). Other urban lands will infill at densities similar to surrounding development, predominantly low density. The General Plan supports allowing additional single-family homes or small rental units on existing lots in this area where site conditions, and service capacities permit, and where compatible with neighborhood character.

Trower and Linda Vista Avenues are the main east-west and north-south collectors in this planning area. Although the internal circulation network in the planning area is adequate, east-west crosstown circulation is poor. The barrier effect of Highway 29 and the lack of through streets between the highway and Big Ranch Road focus crosstown traffic on overburdened Redwood Road/Trancas Street. Proposed circulation improvements in the Linda Vista area call for modifications to the Trancas/Redwood/Highway 29 intersection to improve safety and facilitate east-west travel. Circulation improvements also include the extension of West Salvador Avenue from Highway 29 to Dry Creek Road with signalization and improvements at the highway. A neighborhood commercial center is needed in this planning area to help reduce crosstown travel for convenience shopping.

Operational problems at Solano and Redwood can be resolved for the near term by maintaining a clear zone, and by planning internal circulation to gain access from Linda Vista and West Salvador rather than from Solano. Secondly, traffic-intensive commercial development (See Circulation Element for a listing) should not be permitted on properties fronting on Solano south of West Salvador. When Solano Avenue traffic grows to the point where a signal at Redwood and Solano becomes necessary, a more extensive improvement may be necessary. This need is not anticipated until the 1990's.

This area lies beyond the 1½ mile response distance. Fire Station number three as planned at Tower and Solano Avenues will help mitigate this problem.

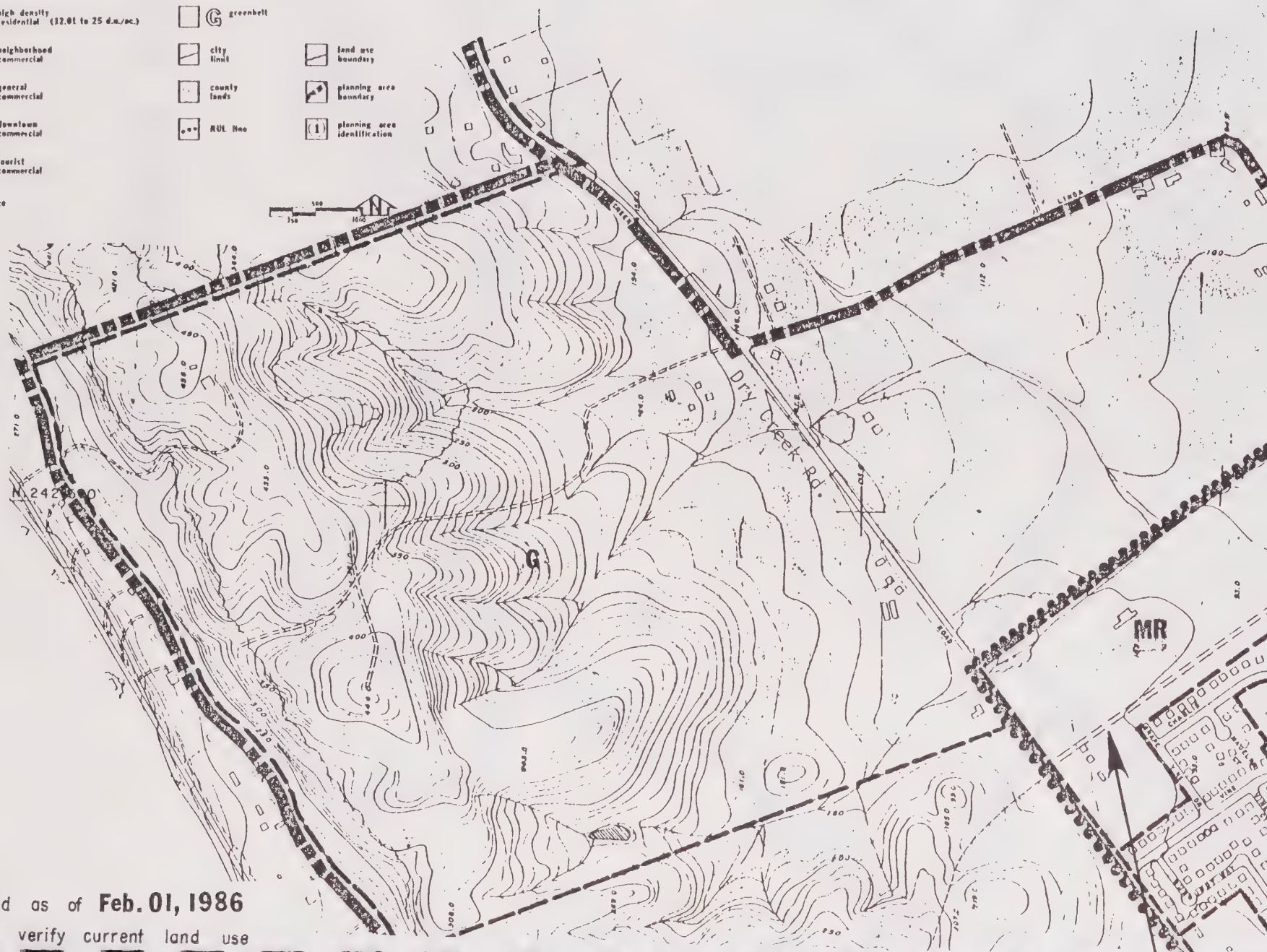


Index - Planning Area 3

Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	industrial
LR	low density residential (3.01 to 6 d.u./ac.)	P	park
MR	medium density residential (6.01 to 12 d.u./ac.)	PQ	public & quasi public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighborhood commercial	city limit	land use boundary
GC	general commercial	county lands	planning area boundary
DC	downtown commercial	RUL Hoo	planning area identification
TC	tourist commercial		
O	office		

Planning Area 3



Revised as of Feb. 01, 1986

Please verify current land use

Signature with Planning Department

Planning Department

Planning Area 3

Extension of
West Salvador Ave.

Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	Industrial
LR	low density residential (3.01 to 6 d.u./ac.)	P	park
MR	medium density residential (8.01 to 12 d.u./ac.)	PQ	public & quasi public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighborhood commercial	city limit	land use boundary
GC	general commercial	county lands	planning area boundary
DC	downtown commercial	RUL line	planning area identification
TC	tourist commercial		
O	office		



Revised as of **Feb. 01, 1986**

Please verify current land use
designated with Planning Department.

Planning Area 3



Legend for Land Use Element

ER estate residential (up to 3 d.u./ac.)	I industrial
LR low density residential (3.01 to 6 d.u./ac.)	P park
MR medium density residential (6.01 to 12 d.u./ac.)	PQ public & quasi public
HR high density residential (12.01 to 25 d.u./ac.)	G greenbelt
NC neighborhood commercial	city limit
GC general commercial	county lands
DC downtown commercial	RUL line
TC tourist commercial	planning area identification
O office	



6-34

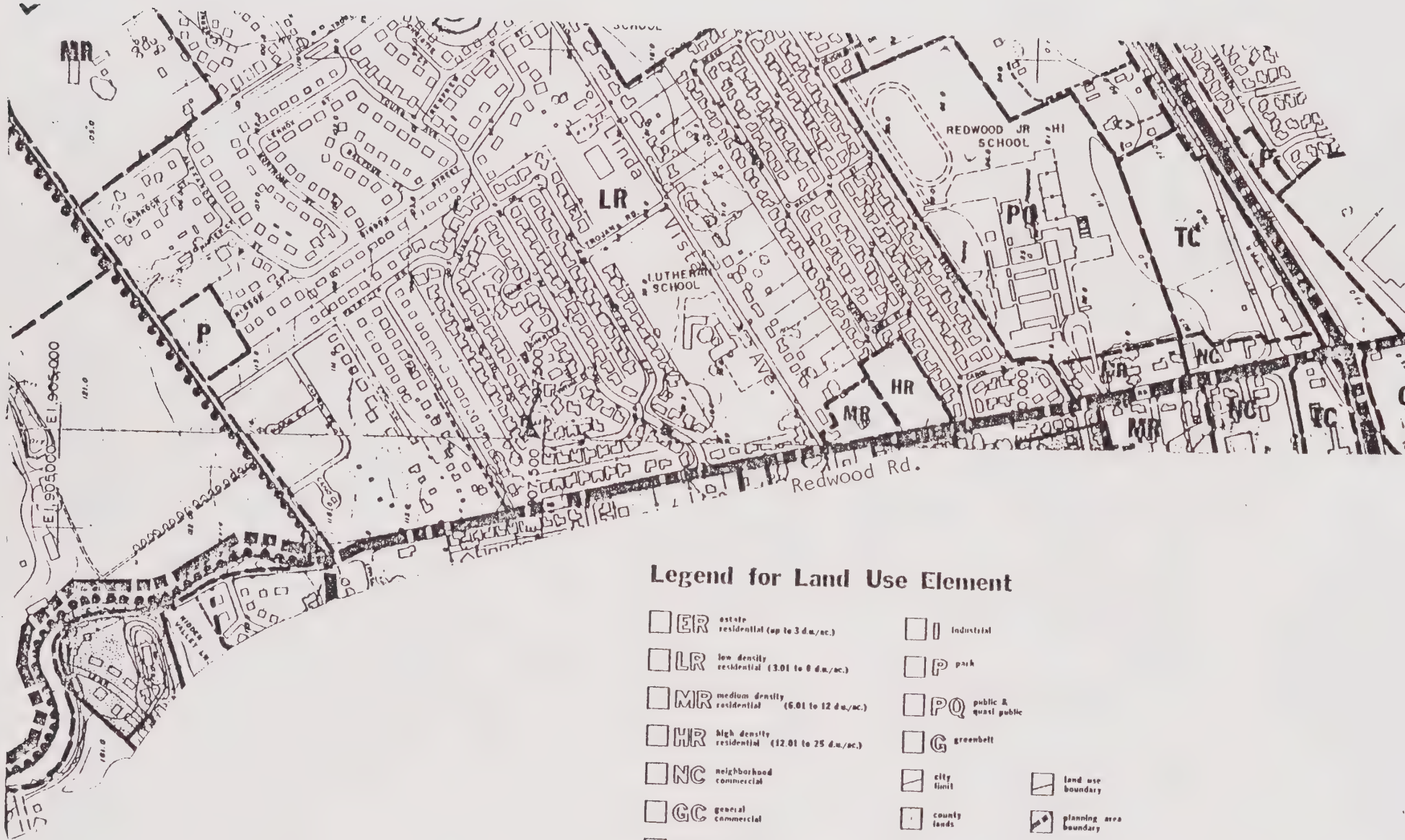
3C

Revised as of **Feb. 01, 1986**

Please verify current land use

designated with planning report

Planning Area 3



Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	Industrial
LR	low density residential (3.01 to 6 d.u./ac.)	P	park
MR	medium density residential (6.01 to 12 d.u./ac.)	PQ	public & quasi public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighborhood commercial	city limit	land use boundary
GC	general commercial	county lands	planning area boundary
DC	downtown commercial	RUL line	planning area identification
TC	tourist commercial		
O	office		

Revised as of **Feb. 01, 1986**

Please verify current land use designated with Planning Department.



3D

6-35

Planning Area 4--Crescent

The Crescent Planning Area in north central Napa extends from Highway 29 to the Napa River, from El Centro Avenue south to Trancas Street. The eastern third of the planning area, including land west of Big Ranch Road within the RUL, is unincorporated. There is a large County "island" south of El Centro. Most of the County land is cultivated in vineyards with scattered houses on large lots close to Big Ranch Road. Lands within the RUL are primarily developed as very low and low density residential uses. A few multi-family projects and duplexes are scattered throughout the area. There are a total of 1,748 residential units in the planning area. A 106 unit complex at Trancas and Valle Verde Road shares a dead-end street with commercial and office uses. The Bel Aire Shopping Center and mixed commercial uses front Trancas Street. The Queen of the Valley Hospital and medical offices, Bel Aire Elementary School, Vintage High School and a parochial school and several parks (Solomon, Klamath, Harkness, Sequoia totlot, Tallac totlot, Beckworth totlot, and undeveloped Garfield Park are also within this planning area.

There is considerable vacant or underutilized land within the RUL which is suitable for urban development. The potential number of additional housing units in this planning area was estimated in 1986 to range from 1235 to 2472. Two areas designated for higher densities are the County island south of El Centro and properties fronting on the proposed Jefferson extension. These areas are designated for medium density residential. Traffic mitigation fees on properties along Jefferson will help finance the street improvements. A neighborhood commercial center in this planning area will help reduce crosstown traffic for day-to-day shopping purposes.

Another area designated for increased densities is a large section of vacant and underutilized land west of Big Ranch Road, south of Trower Avenue. Roughly 200 acres, much of which is unincorporated, are designated for medium density residential use. The present uses are agriculture and estate density residential. Expansion of the RUL line and LAFCO, NSD boundaries to just north of the proposed Trower Avenue extension and along Big Ranch Road should infill with residential development to help finance the Trower Avenue and Garfield Lane improvements (See below). Medium density residential uses (6 to 12 units per acre), are appropriate and compatible with neighboring densities. The Napa Sanitation District would have to be expanded to take in this area before urban development would occur. Other urban services, including shopping, transit, medical and employment opportunities are adequate and proximate to this area. Most of this area lies beyond the 1½ mile fire response distance. A third fire station is planned on Trower and Solano to improve fire service to north Napa. Parks and schools are also proximate. Buffers between residential and agricultural uses should be required outside the RUL. In addition, new development must mitigate flood hazards along the Salvador outfall channel.

Another small area designated for medium density residential use is at Sierra Avenue and Highway 29. There is presently a mix of commercial development and duplexes; the new General Plan recognizes these uses and expands the area for medium density use.

Poor east-west circulation is a significant traffic concern in this planning area. Completing Trower to Big Ranch Road and connecting Sierra/Garfield will take pressure off of Trancas, reserving traffic capacity on Trancas for community wide needs. These extensions are scheduled for the early 1990's. Given the lack of City funds to pay for street improvements, the City must rely upon new development in the area to construct needed streets.

North-south circulation, a high accident rate at the Trancas/Soscol intersection and traffic congestion on Trancas Street are also serious traffic problems in this area. Completion of the long planned Soscol-Big Ranch connector and signalization at Trancas/Soscol, will alleviate these problems. The remaining capacity on Trancas should be conserved and allocated to vital uses like the hospital to allow the street to continue to provide general community circulation.

The extension of Jefferson north of Trower will improve north-south circulation but will also bring more traffic to the already congested southern sections of Jefferson. One solution would be to coordinate the Jefferson extension with the other east-west and north-south improvements mentioned above. It is anticipated that the Jefferson extension will be needed by mid-1980's. The Jefferson extension will be costly (roughly \$1,340,000). Combined parking and accessways, and driveways off of side streets should be required of all new commercial development to minimize interruptions to traffic flow on Trancas and Jefferson Streets.

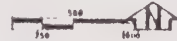


Index - Planning Area 4

Planning Area 4

Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	Industrial
LR	low density residential (3.01 to 8 d.u./ac.)	P	park
MR	medium density residential (8.01 to 12 d.u./ac.)	PQ	public & quasi public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighborhood commercial	city limit	land use boundary
GC	general commercial	county lands	planning area boundary
DC	downtown commercial	RUL line	planning area identification
TC	tourist commercial		
O	office		



4A

Extension of
Trower Ave.

Revised as of **Feb. 01, 1986**

Please verify current land use
designated with Planning Department

Planning Area 4

Extension of
Trower Ave.

4B

6-40



Legend for Land Use Element

ER estate residential (up to 3 d.u./ac.)	I industrial
LR low density residential (3.01 to 6 d.u./ac.)	P park
MR medium density residential (6.01 to 12 d.u./ac.)	PQ public & quasi public
HR high density residential (12.01 to 25 d.u./ac.)	G greenbelt
NC neighborhood commercial	city limit
GC general commercial	county lands
DC downtown commercial	planning area boundary
TC tourist commercial	RUL line
O office	land use boundary
	planning area identification

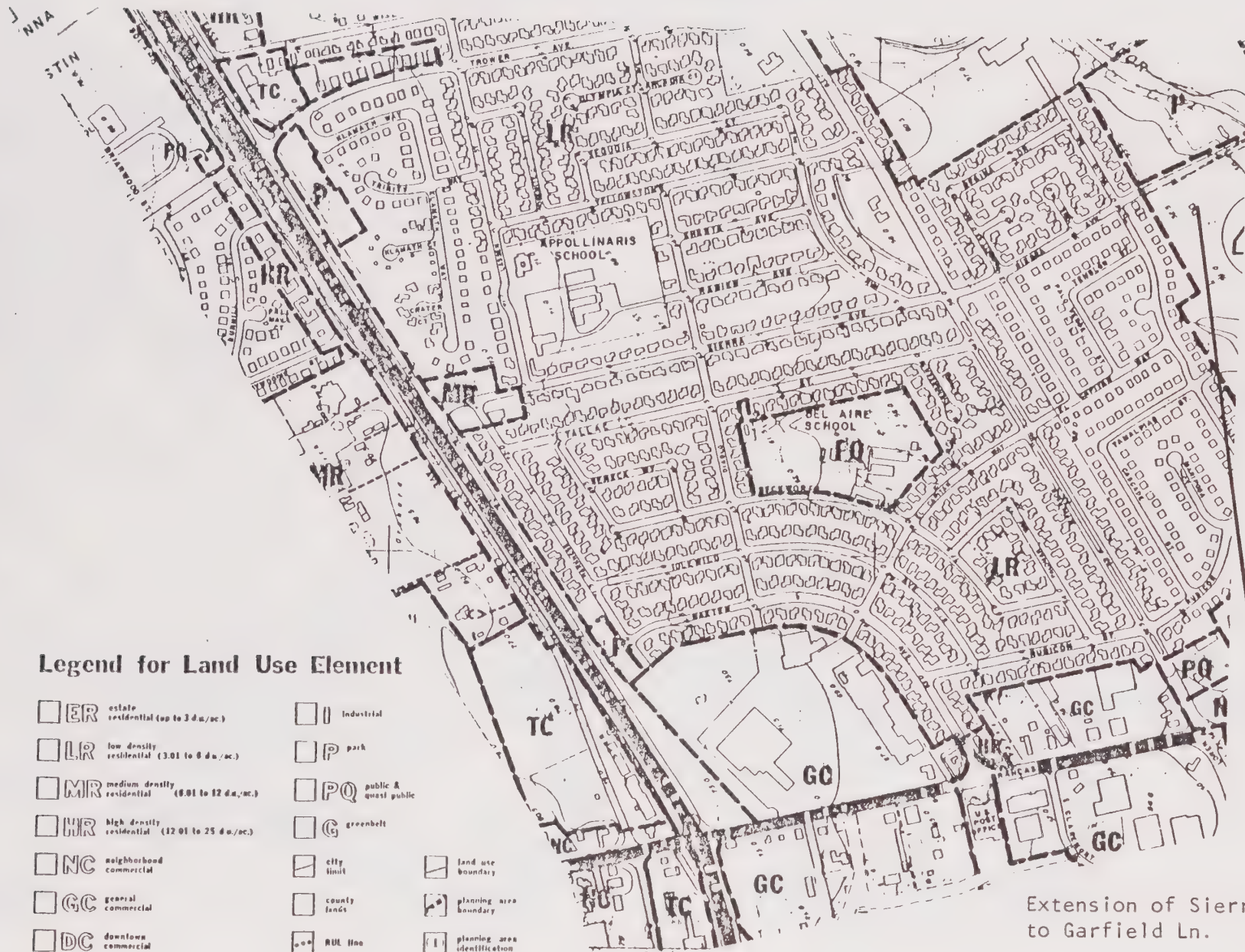


Revised as of **Feb. 01, 1986**
Please verify current land use
designated with Planning Department.

Planning Area 4

4C

6-41



Extension of Sierra Ave. to Garfield Ln.

Revised as of Feb. 01, 1986

Please verify current land use

dated with Planning Department

Planning Area 4

4D

6-42



Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	industrial
LR	low density residential (3.01 to 6 d.u./ac.)	P	park
MR	medium density residential (6.01 to 12 d.u./ac.)	PQ	public & quasi public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighborhood commercial	city limit	land use boundary
GC	general commercial	county lands	planning area boundary
DC	downtown commercial	RRL line	planning area identification
TC	tourist commercial		
O	office		

Revised as of **Feb. 01, 1986**
Please verify current land use
designated with Planning Department.



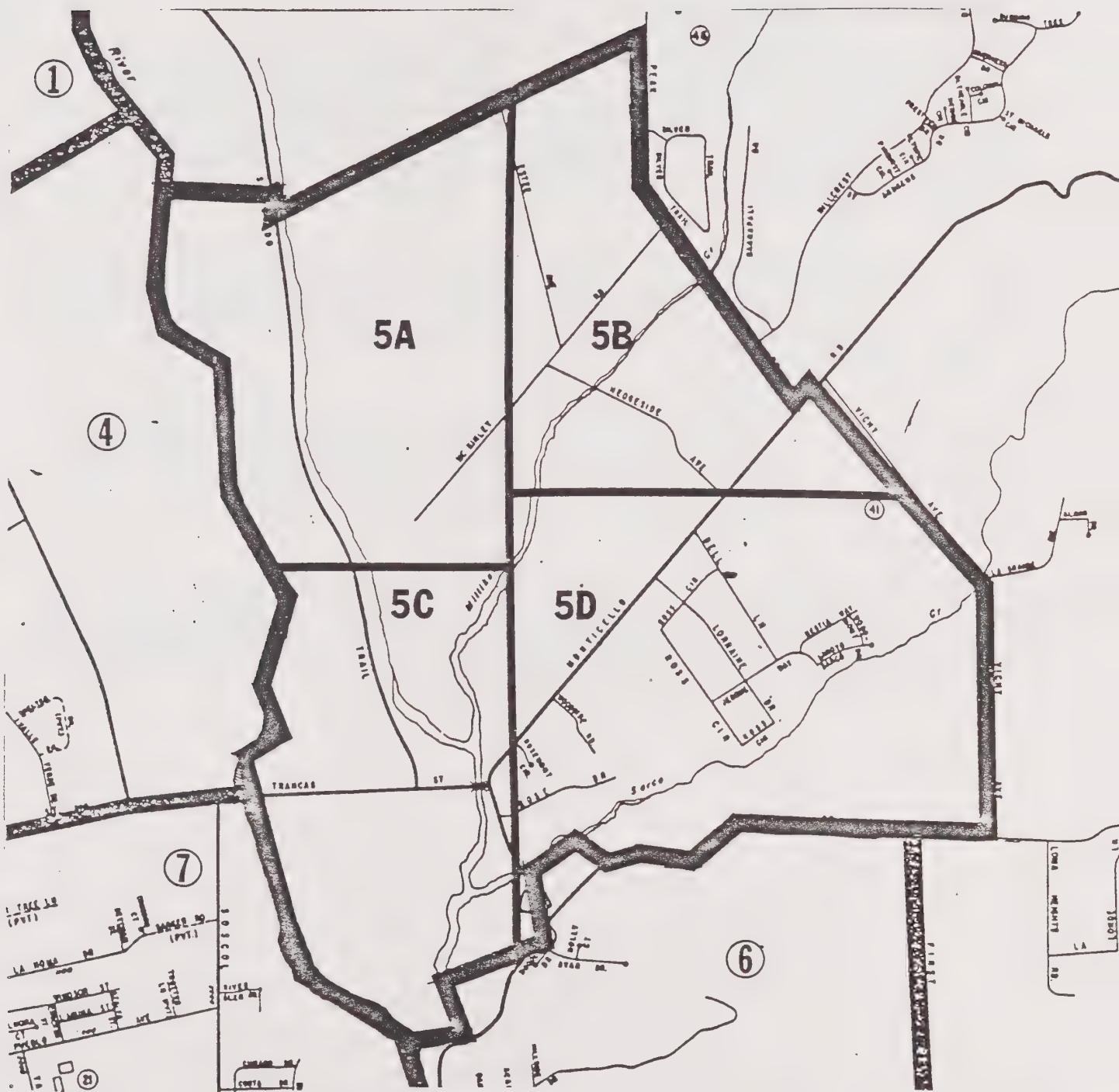
Planning Area 5--Milliken/Sarco

The Milliken/Sarco Planning Area in northeastern Napa is entirely outside City limits, but at one time was seen as an area for urban expansion. The planning area boundaries are Hardman Avenue on the north, the RUL/City limits on the south, the Napa River on the west, and Atlas Peak Road and Vichy Avenue on the east. Silverado Trail runs north-south through the area; Trancas Street/Montecello Road cross from east to west. There are no significant traffic problems in the area.

Land uses in the planning area are agriculture and very low density residential. There are two low density residential subdivisions along Montecello Road. Milliken and Sarco Creeks drain the area. Prime agricultural soils lie along the creeks and should be maintained in agricultural use through zoning or other mechanisms.

Milliken and Sarco Creeks are identified as streams critical to steelhead trout. Milliken Creek is a migration corridor, and a summer nursery habitat. Both creeks are used by steelhead for spawning. Development should be set back from the streams to protect wildlife and fish habitats and to prevent erosion. Lands along both creeks are subject to flood hazards. An inactive fault runs through the area.

Transition to urban use in this area would displace agricultural uses and would not be consistent with the City policy of focusing growth within the RUL. The City should work with the County and LAFCOM to prevent urban growth in this area. LAFCO and NSD boundaries should be adjusted to be congruent with the RUL and City limits in this Plan area.



Index - Planning Area 5

Planning Area 5



Legend for Land Use Element

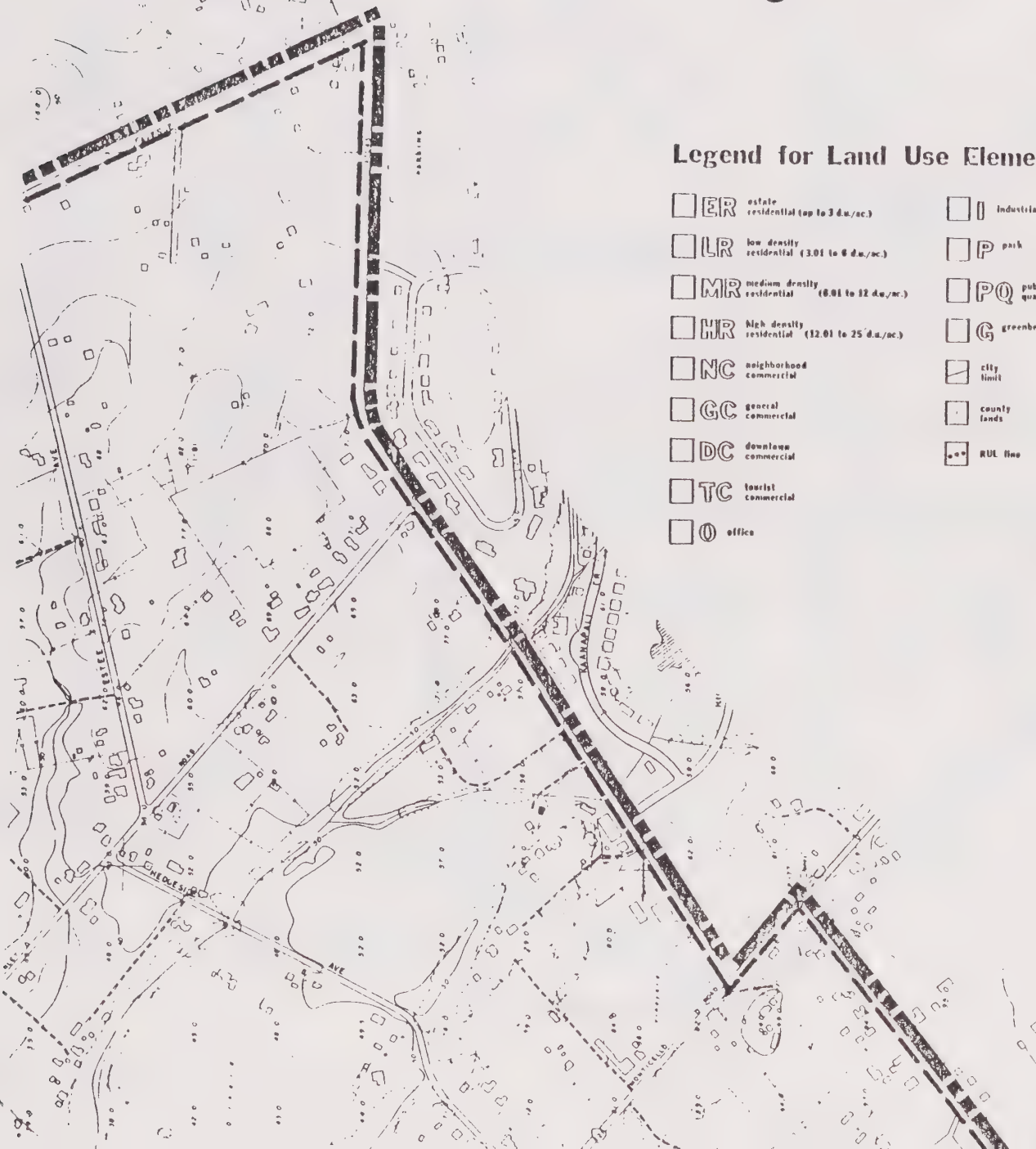
ER estate residential (up to 3 d.u./ac.)	I industrial
LR low density residential (3.01 to 6 d.u./ac.)	P park
MR medium density residential (6.01 to 12 d.u./ac.)	PQ public & quasi public
HR high density residential (12.01 to 25 d.u./ac.)	G greenbelt
NC neighborhood commercial	city limit
GC general commercial	county lands
DC downtown commercial	RUL line
TC tourist commercial	land use boundary
O office	planning area boundary
	planning area identification



5A

Revised as of **Feb. 01, 1986**
Please verify current land use
designated with Planning Department.

Planning Area 5



Legend for Land Use Element

ER estate residential (up to 3 d.u./ac.)	I industrial
LR low density residential (3.01 to 6 d.u./ac.)	P park
MR medium density residential (6.01 to 12 d.u./ac.)	PQ public & quasi-public
HR high density residential (12.01 to 25 d.u./ac.)	G greenbelt
NC neighborhood commercial	city limit
GC general commercial	county lands
DC downtown commercial	RUL line
TC tourist commercial	land use boundary
O office	planning area boundary
	planning area identification



5B

6-46

Revised as of **Feb. 01, 1986**

Please verify current land use designated with Planning Department.

Planning Area 5



Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	industrial
LR	low density residential (3.01 to 6 d.u./ac.)	P	park
MR	medium density residential (6.01 to 12 d.u./ac.)	PQ	public & quasi public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighbourhood commercial		city limit
GC	general commercial		land use boundary
DC	downtown commercial		county lands
TC	tourist commercial		planning area boundary
(O)	office		RUE line
			planning area identification

Revised as of **Feb. 01, 1986**

Please verify current land use

signed with planning partner

Planning Area 6--Alta Heights

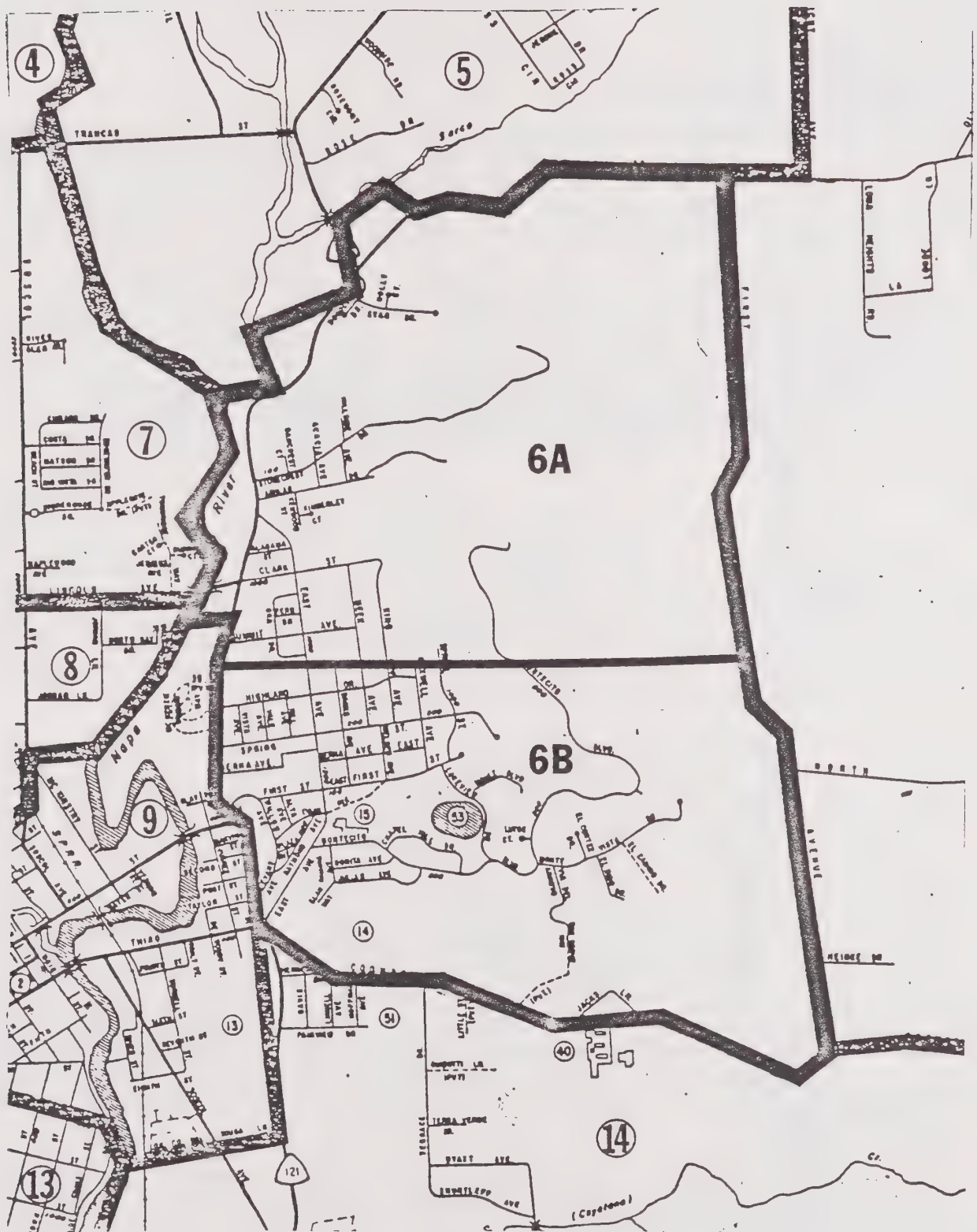
The Alta Heights Planning Area covers the rocky and wooded hills and developed lowlands of eastern Napa. The planning area boundaries are Hagen Road on the north, Coombsville Road on the south, Napa River and Silverado Trail on the west, and First Avenue on the east. The ridgetop at 450 feet elevation marks the visible extent of the City, noted by the Cup and Saucer rock outcropping.

Land uses outside the City include low density single-family subdivisions on the lowlands, very low density on steeper slopes, and multi-family and mixed commercial development along Silverado Trail. There are 982 residential units in the planning area. The Tulocay Cemetery, Alta Heights School, the East Napa and East Side Reservoirs, and two small parks (Alta Heights, Plaza tot-lot) are located in the area. Lands between the confluence of Napa River and Milliken Creek are prime agricultural lands under cultivation, and are subject to flooding hazards.

Hills in this area pose constraints to development. General Plan densities on slopes of over 15% are estate (up to 3 units per acre). Clusters of units may be required on slopes of 15% or greater. Permitted development must mitigate geologic hazards and erosion problems through design, siting and proper grading. Fire hazards require on-site mitigation including adequate water supply and pressure, use of fire resistant materials and vegetation, and sprinkler and warning systems. Access roads must meet fire safety standards and provide two access routes where possible.

Residential infill in the lowlands raises far fewer concerns than development on the hillsides. Infill development will occur at densities similar to the surroundings. Deep lots in the older residential neighborhoods are appropriate sites for additional residential units where services, streets, site conditions and neighborhood character can accommodate them. A vacant parcel on Coombsville Road east of Tulocay Cemetery is designated for medium density residential use with clustering of units on the lower part of the site. Roughly 40 acres east of Silverado Trail and north of the cemetery are designated for medium density residential use. The medium density designation extends northerly along Silverado, approximately 150 feet deep, to the neighborhood commercial site at Clark Street. This area is proximate to neighborhood commercial uses along Silverado, and to downtown commercial and business facilities. There are no significant urban service limitations or traffic circulation problems in this area. Uses which do not conform to the General Plan designations may continue, expand or be replaced if consistent with zoning regulations.

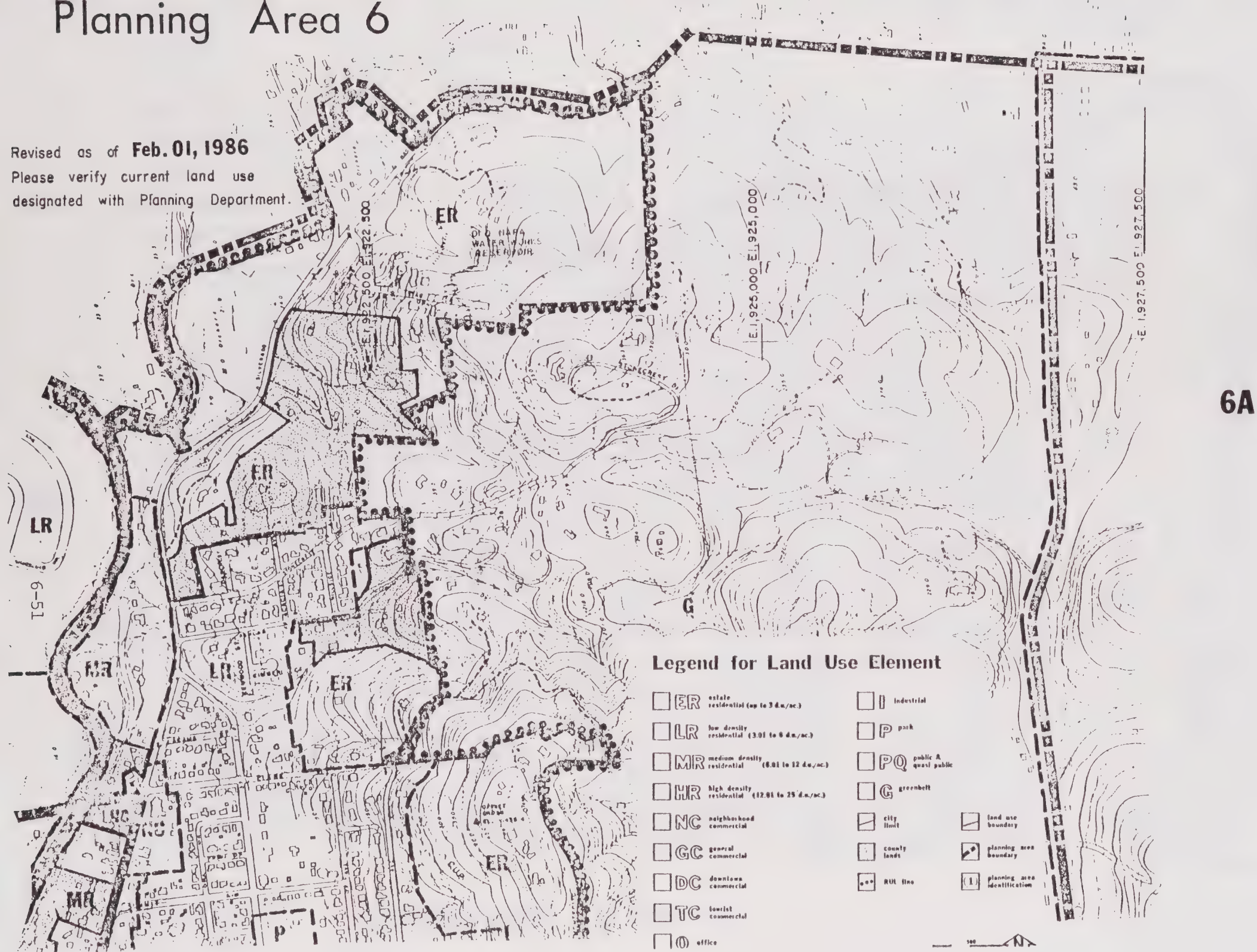
As this area infills at urban densities, traffic service levels at the Silverado Trail-Coombsville Road-East Avenue-Third Street intersection are projected to drop to an unacceptable level. The Circulation Study recommends a short-term remedy of making East Avenue a one-way street to relieve this intersection. This should not occur however, until traffic service levels demand such a change. Proper street network design within this planning area will relieve traffic on Coombsville. Connection of Coombsville Road to Montecito Boulevard is also planned.



Index - Planning Area 6

Planning Area 6

Revised as of **Feb. 01, 1986**
Please verify current land use
designated with Planning Department.



6A

Planning Area 6

6B

6-52



Legend for Land Use Element

- | | | | |
|-----------------------------|--|-----------------------------|------------------------------|
| <input type="checkbox"/> ER | estate residential (up to 3 d.a./ac.) | <input type="checkbox"/> I | industrial |
| <input type="checkbox"/> LR | low density residential (3.01 to 6.4 d.a./ac.) | <input type="checkbox"/> P | park |
| <input type="checkbox"/> MR | medium density residential (6.01 to 12 d.a./ac.) | <input type="checkbox"/> PQ | public & quasi-public |
| <input type="checkbox"/> HR | high density residential (12.01 to 25 d.a./ac.) | <input type="checkbox"/> G | greenbelt |
| <input type="checkbox"/> NC | neighborhood commercial | <input type="checkbox"/> | city limit |
| <input type="checkbox"/> GC | general commercial | <input type="checkbox"/> | county lands |
| <input type="checkbox"/> DC | downtown commercial | <input type="checkbox"/> | RUL line |
| <input type="checkbox"/> TC | tourist commercial | <input type="checkbox"/> | planning area boundary |
| <input type="checkbox"/> | | <input type="checkbox"/> | planning area identification |

Revised as of Feb. 01, 1986

Please verify current land use

design with planning department

Planning Area 7--Beard

The Beard Planning Area in central Napa is bounded by Trancas Street on the north, Lincoln Avenue on the south, the Napa River on the east, and Highway 29 on the west. The area is almost entirely developed, primarily in low density neighborhoods, with some high density units and mobile home parks along Soscol, Lincoln and Pueblo. There are 3,077 residential units in the planning area. Mixed commercial uses and several small shopping centers front on Trancas Street. Commercial development along Jefferson Street constitutes "strip commercial"; multiple access points and poorly designed parking add to the congestion along Jefferson. A light industrial area straddles the railroad tracks at California Boulevard near Highway 29 and Trancas Street. There is an agricultural parcel on the Pear Tree Lane site surrounded by low density rural residential uses. Napa High, Davis and McPherson schools and three neighborhood parks (O'Brien, Lake, Montclair totlot) are located in this area, as are the Post Office and the Armory.

Flood hazards and riparian vegetation pose constraints to development along the Napa River. The floodway fringe extends west of Soscol Avenue, in some cases into developed areas. Existing City ordinances require that development be protected from flooding hazards through proper siting and by elevating building sites. Land use designations and intensities shown on the General Plan map will be subject to review and modification following the City's floodway study. Development should also be set back from the river's edge to protect riparian vegetation and water quality.

The Beard Planning Area has seen considerable growth over the past few years. With adequate urban services, and proximity to transit, employment opportunities and shopping facilities, this area is suitable for increased residential densities. The potential number of additional housing units in this planning area was estimated in 1986 to range from 452 to 914.

The Pear Tree Lane site, now in low density and agricultural use, is designated for medium density residential use; a mixed-density residential development would be consistent with the General Plan designation as long as the overall density does not exceed 12 units per acre. On-site storm drainage improvements will be necessary to serve this property development.

Traffic congestion on Soscol, Jefferson, Trancas and associated intersections is a significant concern with increasing residential and commercial densities in central Napa. Properties along Soscol Avenue are presently developed as low, medium and high density residential. The General Plan designates this area for high density residential (primarily north of Pueblo Avenue). High density use will help facilitate the Big Ranch/Soscol realignment, and is consistent with the Circulation element recommendation for residential uses along Soscol. Residential units should provide back-on treatment (i.e., no direct driveway access from Soscol) wherever possible, and other measures to reduce traffic conflicts. Offices permitted in this area should have similar access and parking treatment.

Jefferson Street provides the primarily north-south circulation route through the City and is reaching its usable limits. It also provides access to intensive retail service and office-commercial uses. Widening of Jefferson appears infeasible due to high right-of-way acquisition costs and disruption of development. The General Plan designates properties along Jefferson Street for neighborhood commercial use. This use represents the long term preferred use for Jefferson and will generate less traffic than a general commercial designation. Permitted uses will be limited to low traffic generating uses (See Circulation Element) with on-site mitigations such as combined parking lots and accessways, and locating driveways on side streets.

Trancas Street east of Jefferson to Big Ranch Road is identified as a crucial corridor in the Circulation element. Land uses along Trancas Street are restricted to medical/dental, medical laboratories and other medical type uses in order to preserve street capacity for access to the hospital and these medical type office uses. Street improvements at Trancas/Redwood/Highway 29 discussed in Planning Area 3 will also help handle increased traffic flow from development proposed in this planning area. Other needed improvements on Trancas include eventual widening (a long-term project); consolidation of driveways; modifications to the Post Office access, parking, and circulation; and construction of the Soscol/Big Ranch connector and California Boulevard extension. This long-planned connection will improve north-south and east-west circulation in North Napa by encouraging traffic to use routes other than Trancas and Jefferson Streets for crosstown travel. Construction should take place in the 1980's. Development in the vicinity should contribute funds or make improvements to mitigate their impact on streets. (Amend. Res. 83-223, 9/20/83)



Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	industrial
LR	low density residential (3.01 to 6 d.u./ac.)	P	park
MR	medium density residential (8.01 to 12 d.u./ac.)	PQ	public & quasi-public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighborhood commercial	city limit	land use boundary
GC	general commercial	county lands	planning area boundary
DC	downtown commercial	RUL line	planning area identification
TC	tourist commercial		
O	office		

Planning Area 7

Realignment of California Blvd.



Proposed Street-
Permanente Way

Revised as of **Feb. 01, 1986**

Please verify current land use
designated with Planning Department.

7A

Planning Area 7



Legend for Land Use Element

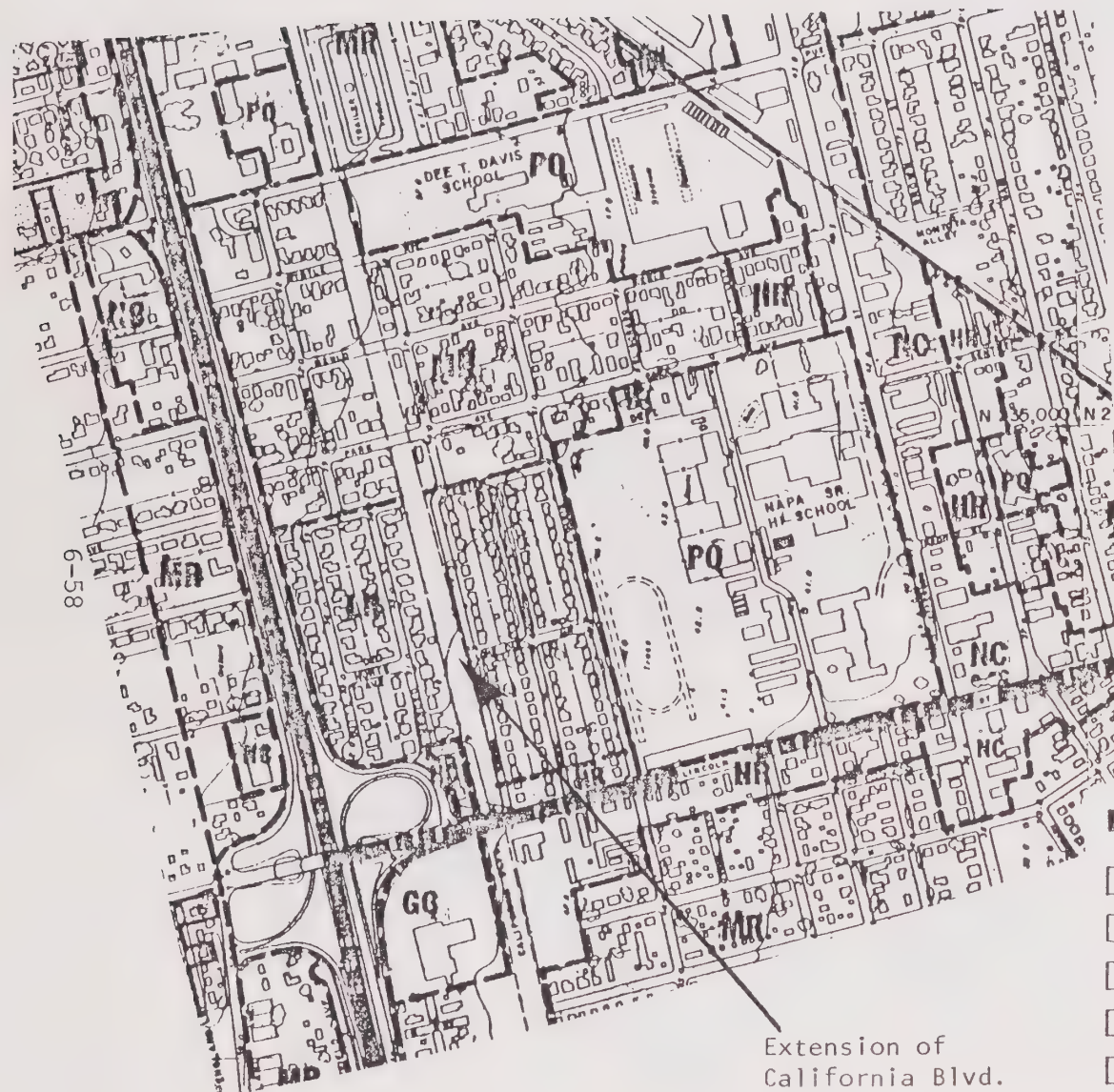
ER	estate residential (up to 3 d.u./ac.)	I	industrial
LR	low density residential (3.01 to 6 d.u./ac.)	P	park
MR	medium density residential (8.01 to 12 d.u./ac.)	PQ	public & quasi public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighborhood commercial	city limit	land use boundary
GC	general commercial	county lands	planning area boundary
DC	downtown commercial	AUL line	planning area identification
TC	tourist commercial		
O	office		



7B
6-57

Revised as of **Feb. 01, 1986**
Please verify current land use
designated with Planning Department.

Planning Area 7



Extension of
California Blvd.

Legend for Land Use Element

<input type="checkbox"/> ER	estate residential (up to 3 d.u./ac.)	<input type="checkbox"/> I	Industrial
<input type="checkbox"/> LR	low density residential (301 to 6 d.u./ac.)	<input type="checkbox"/> P	park
<input type="checkbox"/> MR	medium density residential (601 to 12 d.u./ac.)	<input type="checkbox"/> PQ	public & quasi public
<input type="checkbox"/> HR	high density residential (12.01 to 25 d.u./ac.)	<input type="checkbox"/> G	greenbelt
<input type="checkbox"/> NC	neighborhood commercial	<input type="checkbox"/>	city limit
<input type="checkbox"/> GC	general commercial	<input type="checkbox"/>	land use boundary
<input type="checkbox"/> DC	downtown commercial	<input type="checkbox"/>	county lands
<input type="checkbox"/> TC	tourist commercial	<input type="checkbox"/>	planning area boundary
<input type="checkbox"/> O	office	<input type="checkbox"/>	planning area identification
		<input type="checkbox"/>	RUL line

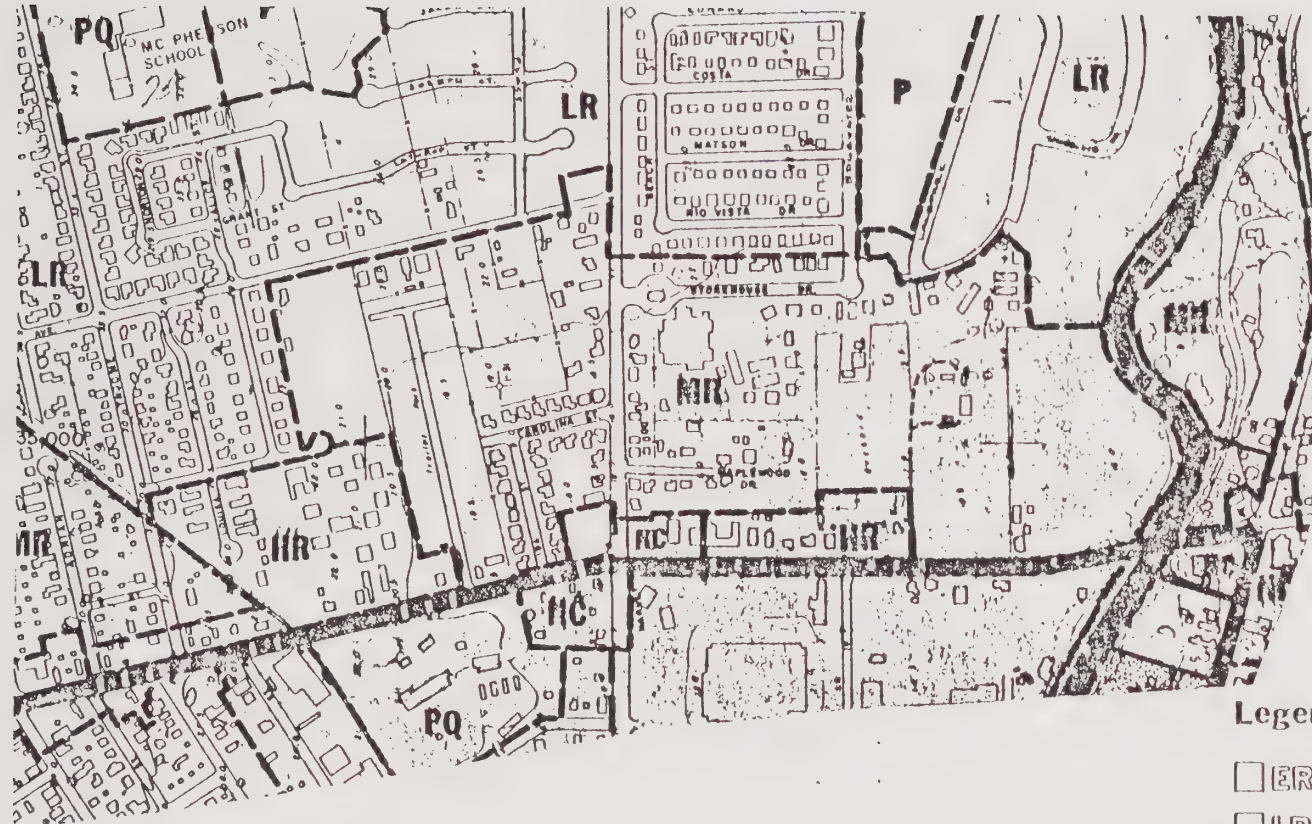
Revised as of **Feb. 01, 1986**

Please verify current land use

designated with Planning Department.

7C

Planning Area 7



Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	industrial
LR	low density residential (3.01 to 6 d.u./ac.)	P	park
MR	medium density residential (6.01 to 12 d.u./ac.)	PQ	public & quasi public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighborhood commercial	city limit	land use boundary
GC	general commercial	county lands	planning area boundary
DC	downtown commercial	RUL line	planning area identification
TC	tourist commercial		
O	office		

Revised as of **Feb. 01, 1986**
 Please verify current land use
 designated with Planning Department.



7D

6-59

Planning Area 8--Lincoln

The Lincoln Planning Area in central Napa is characterized by older residential neighborhoods, with commercial uses along major streets and industrial uses along the river and railroad tracks. Its boundaries are Lincoln Avenue on the north, Napa Creek and Caymus Street on the south; Napa River on the east and Highway 29 on the west. There is a total of 1,060 residential units in the area. Most of the residential development is low density. Duplexes and triplexes, many of which were converted from older single-family homes, are relatively abundant throughout the area. Lincoln School, and St. John's School are located in this area.

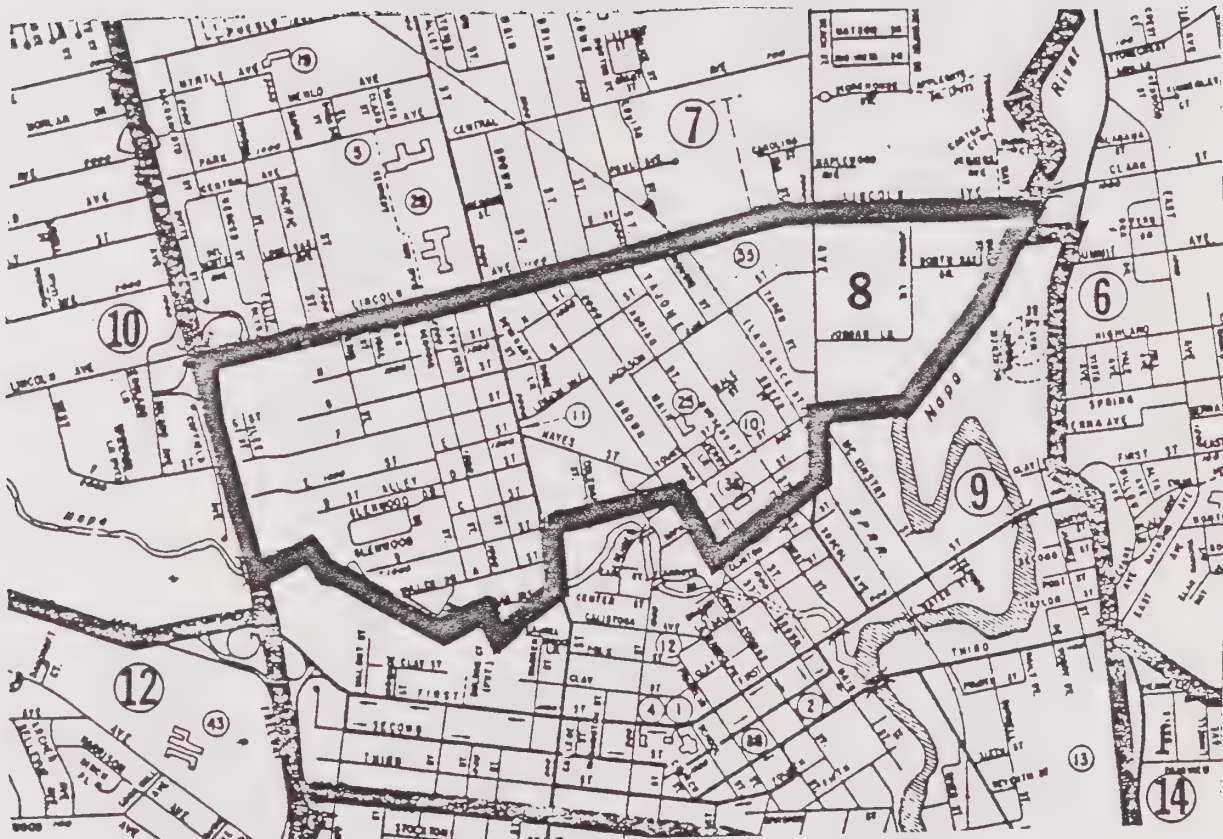
This area was settled and developed in the late 1800's and early 1900's. Approximately 200 structures are noted in the City's Historic Elements as worthy of conservation and/or further research; others may be also. Most of those identified appear on the City's Master List. Some are classified as significant to the Neighborhood or Appear Eligible for the National Register of Historic Sites. Conservation of these unique cultural and historical structures is important to the City's heritage and to maintaining neighborhood character.

Flooding of the Napa River and Creek is a hazard in this area. The River's floodway extends to Soscol Avenue. The floodway fringe extends up Napa Creek to Jefferson Street and along Main Street. Whereas most of this area is already developed, new development should be sited and designed to avoid flood hazards. General Plan designations will be subject to review and change following completion of the City's floodway study. Development should also be set back from the river and creek to protect riparian vegetation and water quality. Both waterways are migration corridors and spawning grounds for steelhead and should be protected from intrusion by development, recreational activities, and from sedimentation and pollution.

There is little vacant land in this area to accommodate significant increases in density. Some additional growth could be accommodated by converting single-family dwellings to multi-unit structures and by combining parcels and replacing old structures (those without significant historic or architectural value) with higher density structures. Such density increases will be on an individual basis; therefore it is not possible to calculate precise total potential units in this plan. (See Table 1, page 51). The provisions of small residential units, particularly second unit rentals on deep single-family lots should be encouraged through zoning and flexible use policies to help meet affordable housing needs. The addition of second units should be permitted only when adequate parking services exist and where compatible with neighborhood character. High density residential development is designated for 250 feet along the proposed California Boulevard route and Highway 29. The level of urban services and proximity to downtown shopping and business make this an appropriate area to increase densities.

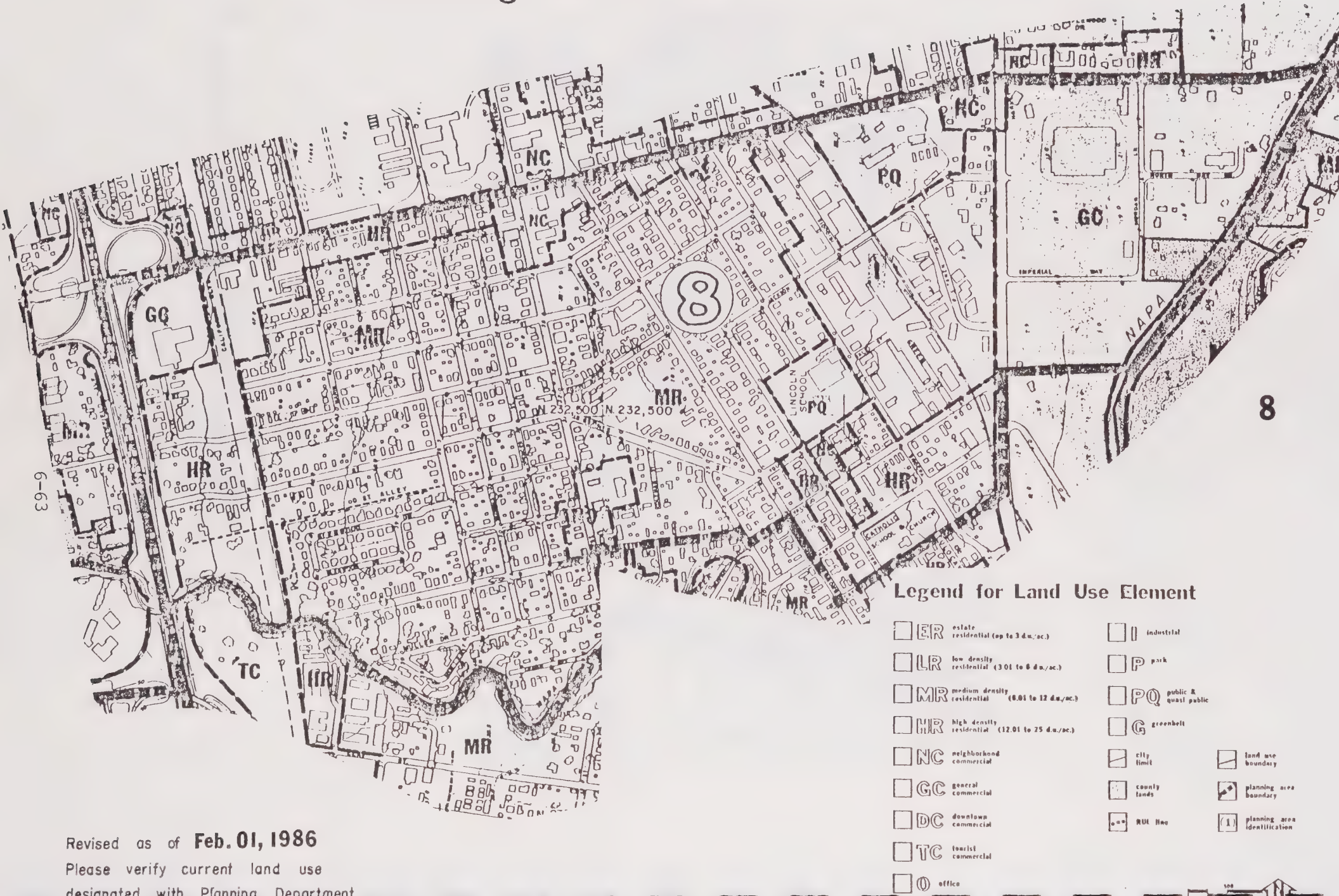
Traffic problems on Jefferson and Soscol discussed under Planning Area 7 and 9 are also relevant to this area. The level of residential development anticipated here however, will not affect traffic circulation to the same degree in the Beard Planning Area. Commercial and industrial development (light industry, offices, large item retail sales) along Soscol can continue on large sites. Traffic intensive uses should be discouraged unless integrated into

large sites. The General Plan designates medium density residential along Jefferson consistent with the Circulation Element recommendation to limit traffic intensive uses. Offices are allowed in this designation; conversion of historic homes to office uses often makes preservation of historic structures economically feasible. Measures to reduce traffic flow interruptions along Jefferson, as discussed under Planning Area 9, should apply in the Lincoln Area as well.



Index - Planning Area 8

Planning Area 8



Planning Area 9--Central Napa

Central Napa is bounded by Napa Creek and Caymus Street on the north, Oak Street on the south, Highway 29 on the west and Silverado Trail on the east; it contains the original town site of Napa City. This area now constitutes the City's central business and shopping district. There are two parks within this planning area, the Main Street Park and Point Park. Several of the town's earliest structures remain in use. Houses along First through Fourth Streets, built in the late 1800's and early 1900's, have been restored and some converted to commercial or multiple-family use. Other historic structures, such as the courthouse, the Goodman Library and numerous storefronts lend a charm and unique character to Napa's downtown. Many dwellings, stores and civic buildings appear in the City's Historic Resources Inventory, some classified as "Appears Eligible for the National Register" or as an "Historic or Architectural Site". Several appear on the National Register of Historic Structures. The classic style of these buildings is a valuable cultural, historic and economic asset to Napa. The City should continue to encourage and facilitate preservation and restoration of these historic sites as outlined in the Historic Preservation Element. Ordinances should provide for greater flexibility in parking requirements to allow commercial or office uses in older residences. The Senior Citizen Center is located in this area.

The central business district of Napa offers the largest concentration of department store type shopping and retail goods in the County. Still, many Napers go outside the County for major purchases: roughly 22% of the County's retail sales potential is being lost. The City's redevelopment project for downtown Napa is aimed at improving retail sales as well as the appearance of the downtown. To improve major retail sales ("department store" type merchandising) in Napa, provisions should be made for greater merchandise diversification and improvements should build upon the strengths of the central business district. Currently proposed projects (the Main Street Exchange, the Opera House, the Plaza Hotel and a medium-sized department store with mall shops) will meet the near to mid-term needs and capture more of the retail market. The General Plan supports the downtown redevelopment project by limiting commercial development to neighborhood and general retail/service uses outside the central business district. Policies on historic preservation encourage restoration of historic structures to retain the downtown character in an economically feasible manner. The medium-density residential designation west of Jefferson Street also encourages restoration of historic structures as multiple-family residences or offices. Properties near the First Street entryway to Napa (off of Highway 29) should be restored or redeveloped as tourist oriented commercial use to improve the entryway's appearance. The area has good access and visibility from the highway.

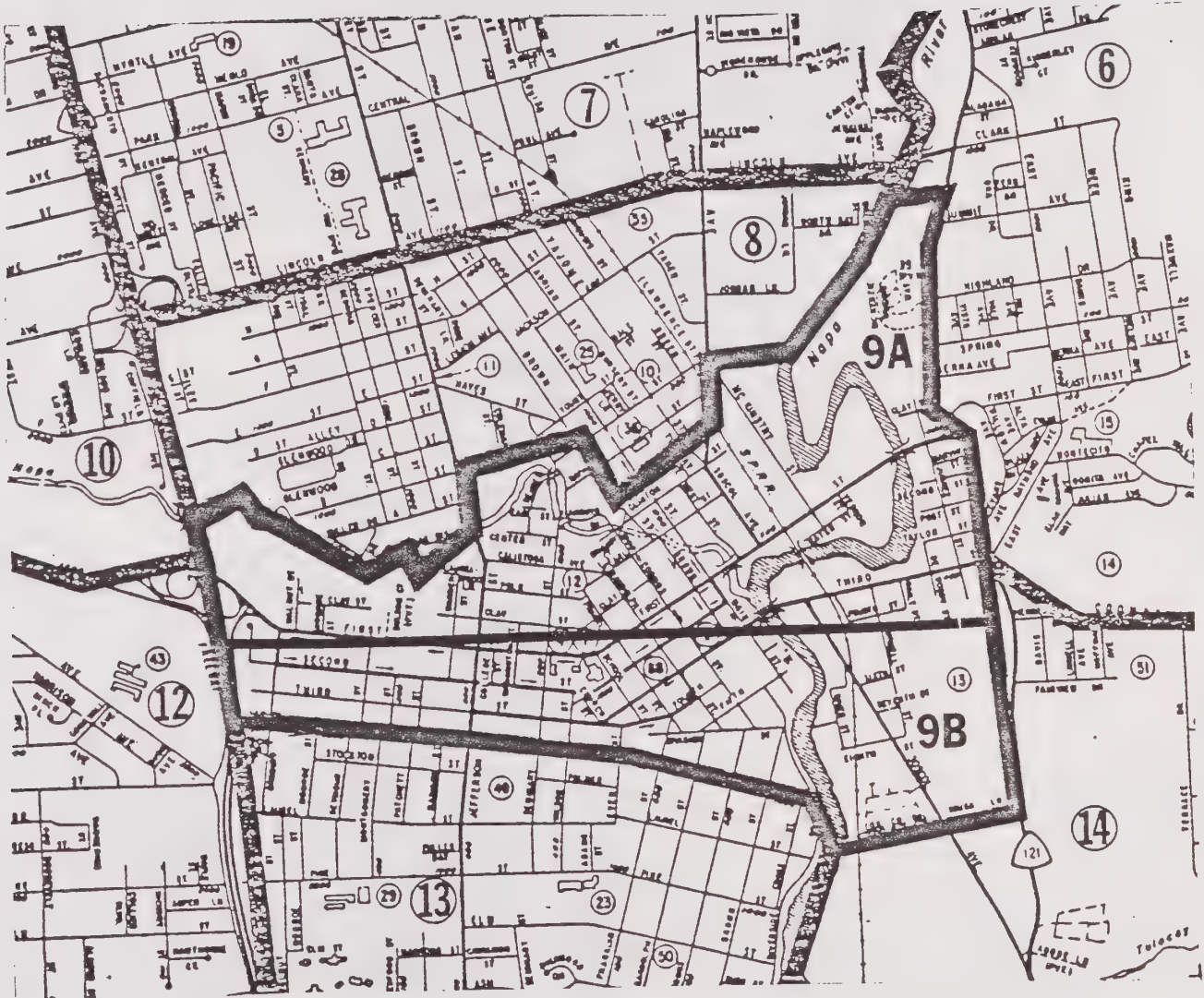
Lands along the east and west sides of the Napa River are developed as a mix of tourist and commercial uses. Some are underutilized or vacant because of poor access, flood hazards or a lack of demand. This area holds great potential for tourist oriented commercial uses in concert with protection of the rivers habitats and vegetation. North of the Oxbow, riverfront properties are designated for high and medium-density residential use and general commercial. General commercial areas reflect existing uses. Residential development in this area will have good access to downtown shopping and minimize traffic on Silverado Trail. Neighborhood commercial use is designated along Silverado Trail, approximately 100 to 150 feet deep south of First Street and extending to the north of First Street. General commercial development along Soscol Avenue should be low traffic intensive, integrated into large sites, and include traffic mitigation measures.

Much of the riverfront area is subject to flooding hazards, however. Additional study is forthcoming to determine the feasibility and safety concerns of developing in the flood hazard area. Land uses may be subject to change based upon the study conclusions.

Surrounding the downtown are older residential neighborhoods with 1,166 units of various types. Additional residential development can be accommodated by building small, second dwellings behind existing single-family homes and by constructing or converting space above commercial uses for residential use. The downtown is suitable for increased densities, particularly smaller, rental units: it is close to shopping facilities, transit, employment, etc. where additional affordable housing is needed. Care should be taken however to protect the historic architectural design and special character of the neighborhoods. Parking and service requirements must also be met. Infill at high and medium densities around the downtown business district is appropriate and compatible with General Plan goals. Calculations of increased densities through second units, etc. are not possible.

Circulation in downtown Napa is relatively good. Certain street closure proposals associated with the Downtown Redevelopment Plan, however, could lead to serious congestion at the major intersections along Soscol and on downtown streets bounding the central business district. Closure of north-south streets would significantly increase traffic pressures on Jefferson, Seminary and Soscol. Blockage of east-west routes would interrupt major crosstown travel. Failure to carry out the street closure proposals, however, could compromise the viability of the entire redevelopment plan. Several options are available, including some closures and elevated pedestrian crossings, but the final decision must await further redevelopment plans.

Congestion on Jefferson Street and the lack of alternative north-south routes is another problem in this area. Since widening of Jefferson is considered infeasible because of the intensive frontage development, two alternatives appear available: either construction of California Boulevard along the railroad right-of-way (at a cost of \$6 million) or acceptance of a less than desirable level of service on Jefferson. Residential and commercial development along the California Boulevard designated route should help with construction costs. Development guidelines should be implemented to reduce traffic interruptions on Jefferson, including relocation and construction of driveway access points to take access from side streets, combining access points and parking lots, provision of adequate parking, prohibiting drive-up windows, and limiting uses along Jefferson to non-traffic intensive uses.



Index - Planning Area 9

Planning Area 9

Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	Industrial
LR	low density residential (3.01 to 6 d.u./ac.)	P	park
MR	medium density residential (8.01 to 12 d.u./ac.)	PQ	public & quasi public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighborhood commercial	city limit	land use boundary
GC	general commercial	county lands	planning area boundary
DC	downtown commercial	RUE line	planning area identification
TC	tourist commercial		
office			



6-67



Revised as of Feb. 01, 1986

Please verify current land use

Designated with Planning Committee

Planning Area 9



Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	industrial
LR	low density residential (3.01 to 8 d.u./ac.)	P	park
MR	medium density residential (8.01 to 12 d.u./ac.)	PQ	public & quasi public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighborhood commercial	city limit	land use boundary
GC	general commercial	county lands	planning area boundary
DC	downtown commercial	RUL line	planning area identification
TC	tourist commercial		
O	office		



Revised as of **Feb. 01, 1986**

Please verify current land use designated with Planning Department.

Planning Area 10--Pueblo

The Pueblo Planning Area in west Napa is made up of single-family neighborhoods with mixed densities and patterns. Low density residential subdivisions predominate in the north, and older individually built homes on larger lots characterize the southern half. There are 1,729 residential units in this planning area bounded by Redwood Road on the north, First Street on the south, Napa Creek on the west and Highway 29 on the east. There are several unincorporated "islands", including one large area at the northeastern corner. West Pueblo Avenue and Linda Vista Avenue are the main east-west and north-south collector streets, respectively. Some retail commercial development and a few multi-family units are located along Solano. West Park and Pueblo Vista Schools and Sutherland Park are located within the residential neighborhoods.

There are few significant constraints to development in this area. Development along Napa Creek should be set back sufficiently to protect the stream environment and to be safe from flood hazards. An inactive fault runs along Napa Creek in the southwestern corner. Urban services are adequate for infill in most areas.

There is considerable room for infill and for new higher density development in the Pueblo area. The potential number of additional housing units in this planning area was estimated in 1986 to range from 397 to 809. The area of greatest development potential lies between First Street and Napa Creek, east of Hudson Lane. These deep lots, now sparsely developed are designated for high density development in the General Plan. The area has good access from the highway and is close to schools, parks, shopping and downtown Napa. A concentration of residents in this area will give an economic boost to the nearby Napa Valley Center.

North of Napa Creek and along Lone Oak Avenue are single-family neighborhoods, some with deep lots suitable for subdivision or second rental units. City ordinances allow additional residences on existing large lots as long as the residence sites meet minimum lot standards. Second rental units should be encouraged where parking and services are adequate and where compatible with neighborhood character. The existing neighborhood character, with irregular street patterns and abundant trees, should be maintained.

A strip of land roughly 400 feet deep along Solano Avenue to West Pueblo is designated for medium-density use, with two sites shown for neighborhood commercial use. Medium density use is appropriate in this location with good accessibility to transit and shopping. Neighborhood commercial will service west Napa and reduce traffic to more distant shopping centers.

The Pueblo area's traffic circulation problems are related to all of west Napa. With the lack of a westerly perimeter road and the barrier effect of Highway 29 to east-west travel, good internal circulation is vital. Widening of First Street-Browns Valley Road to four lanes easterly from Partrick Road is a key step to satisfactory circulation as the entire area grows. The connection of Linda Vista Avenue with Robinson Lane to Browns Valley Road will make the Lincoln/Highway 29 interchange more usable, relieving the First Street interchange to a limited extent. These improvements are tentatively scheduled for the 1980's. Rather than wait for individual developers to complete the First Street/Browns Valley Road widening on a piece-meal basis, traffic mitigation funds should be collected to make the needed improvements. High density development along First Street should be timed in accordance with the road widening.



Index - Planning Area 10

Planning Area 10



Revised as of **Feb. 01, 1986**

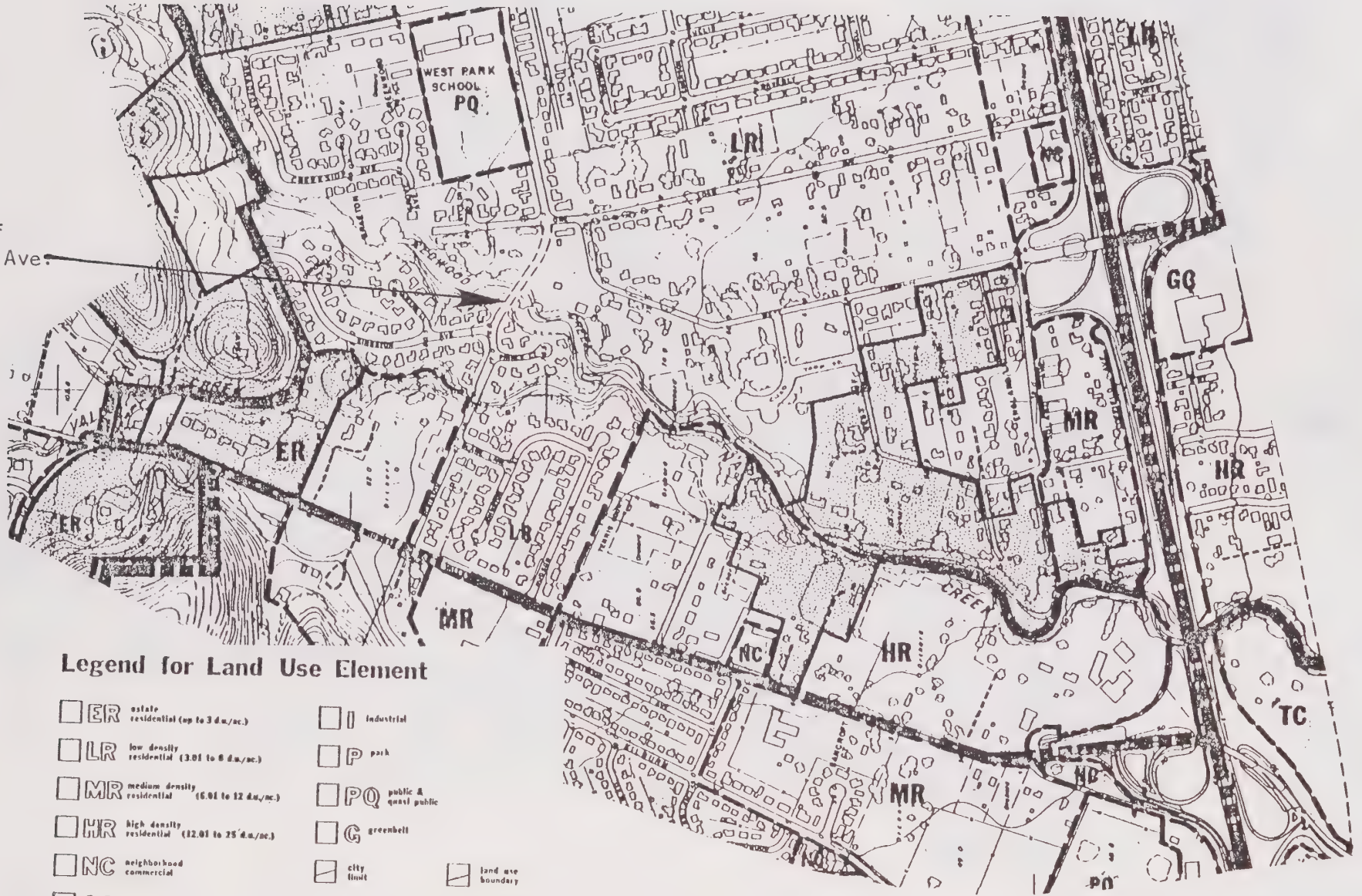
Please verify current land use designated with Planning Department.

Planning Area 10

10B

6-72

Extension of
Linda Vista Ave.



Legend for Land Use Element

<input type="checkbox"/> ER	estate residential (up to 3 d.u./ac.)	<input type="checkbox"/> I	industrial
<input type="checkbox"/> LR	low density residential (3.01 to 6 d.u./ac.)	<input type="checkbox"/> P	park
<input type="checkbox"/> MR	medium density residential (6.01 to 12 d.u./ac.)	<input type="checkbox"/> PQ	public & quasi public
<input type="checkbox"/> HR	high density residential (12.01 to 25 d.u./ac.)	<input type="checkbox"/> G	greenbelt
<input type="checkbox"/> NC	neighborhood commercial	<input type="checkbox"/> C	city limit
<input type="checkbox"/> GC	general commercial	<input type="checkbox"/>	land use boundary
<input type="checkbox"/> DC	downtown commercial	<input type="checkbox"/>	county lands
<input type="checkbox"/> TC	tourist commercial	<input type="checkbox"/>	planning area boundary
<input type="checkbox"/> O	office	<input type="checkbox"/>	planning area identification
		<input type="checkbox"/>	RUL line

Revised as of Feb. 01, 1986

Please verify current land use
designated with Planning Department.

Planning Area 11-Browns Valley

The Browns Valley Planning Area, in the west Napa foothills, is bounded by Napa Creek on the north and east, and the City's RUL on the south and west. Much of the area is developed as low density single-family subdivisions (3 units per acre) or at rural densities of $\frac{1}{2}$ to 1 dwelling units per acre. There are a total of 1,578 units now in the planning area. There are approximately 380 acres of vacant unincorporated lands in the area which could be annexed if it satisfies LAFCOM policies. There are six parks within this planning area: Kensington, Valley, Century Oaks, Buhman, Knolls, and Timberhill.

There are numerous development constraints in parts of Browns Valley. Hillside property is susceptible to landslides and soil erosion; heavy vegetation with poor access increases the fire hazard as well. Three faults pass through the area. Sewer, water and storm drainage facilities are adequate to accommodate additional low density development. Adequate water pressure, however, is available only to properties at or below 340 feet; on-site mitigation for land above 340 feet elevation is required. As in Planning Area 10, east-west and north-south traffic circulation is a problem.

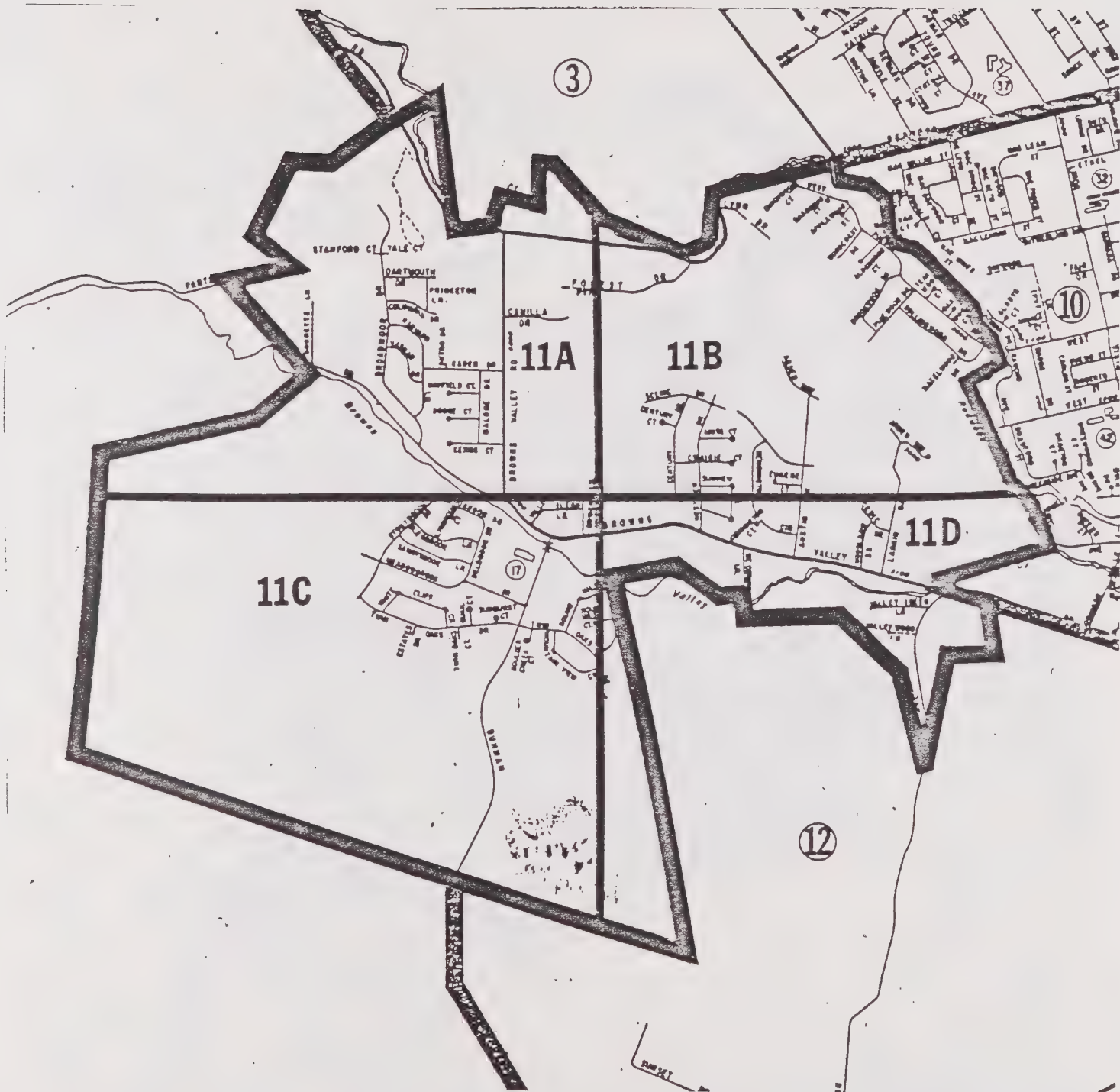
Land use patterns in parts of Browns Valley reflect development constraints. Several areas are set aside as scenic easements, areas preserved in an undeveloped state. The Site Utilization Plan for Browns Valley Highlands sets maximum densities for each unsubdivided parcel reflecting land capabilities and service constraints. These are examples of how to reserve land that is difficult or hazardous to develop while providing an equitable use of the developable land.

The General Plan designates estate density for most of the undeveloped hilly lands to minimize environmental effects and urban service constraints. The plan prohibits subdivisions that would allow in development in hazardous areas. New development on slopes of 15% or greater may be clustered to avoid environmental problems. Development potential (i.e., the number of units per acre permitted under the relevant land use classification) can be transferred to lesser slopes. Clustering of development is encouraged through density bonuses. Undeveloped lands should be legally reserved in open space to preclude future development.

Underutilized lands along Brown Valley Road are designated for low density residential use. This area is relatively level and has good access. A neighborhood commercial site will serve Browns Valley to reduce traffic on Browns Valley Road. One site off of Redwood Road is designated for medium density development. This site can accommodate higher densities, being relatively level with fewer environmental problems. Other vacant properties within the RUL should infill at densities similar to those of surrounding lands. The potential number of additional housing units in this planning area was estimated in 1986 to range from 537 to 775.

Where the LAFCOM and Napa Sanitation District Spheres of Influence differ from the RUL, adjustments should be made to bring them into conformance with the RUL. Development on hillsides and along Napa Creek should minimize disturbance to vegetation and assure that grading and development does not contribute to geologic, erosion or flooding hazards. This area lies beyond the $1\frac{1}{2}$ mile fire response distance. Fire hazards should be mitigated by clustering units near street access, and provision of on-site mitigation measure (sprinklers, fire resistant materials, etc.).




















As mentioned relative to the Pueblo Planning Area, traffic circulation in western Napa is poor. The lack of a north-south peripheral connector places greater stress on central Napa problem corridors (Jefferson and Trancas). Browns Valley Road, with spotty two and four lane sections, is the major access into the area. This limits the development potential because of traffic and emergency service capabilities. Recommended circulation improvements include modification of the Trancas/Redwood/Highway 29 intersection (See discussion in Planning Area 3), widening of Browns Valley/ First Street (See Planning Area 10) and replacement of the Browns Valley Creek Bridge, and extension of Westview and Pinewood Drives to connect Redwood Road with Browns Valley Road. The need to replace Browns Valley Creek Bridge at Thompson Avenue and to construct four lanes on Browns Valley Road at this location is eminent and is estimated to cost \$1.2 million. The Westview and Pinewood extensions are also scheduled for the 1980's and should be funded primarily by development in the area. City traffic mitigation funds should help pay for other road improvements.



Index - Planning Area 11

Planning Area 11

Legend for Land Use Element

- | | | |
|--|---|--|
|  ER estate residential (up to 3 d.u./ac.) |  I industrial | |
|  LR low density residential (3.01 to 6 d.u./ac.) |  P park | |
|  MR medium density residential (6.01 to 12 d.u./ac.) |  PQ public & quasi public | |
|  HR high density residential (12.01 to 25 d.u./ac.) |  G greenbelt | |
|  NC neighborhood commercial |  city limit |  land use boundary |
|  GC general commercial |  county funds |  planning area boundary |
|  DC downtown commercial |  RUL HO |  (1) planning area identification |
|  TC tourist commercial | | |
|  O office | | |



11A

6-76

Revised as of **Feb. 01, 1986**

Please verify current land use

designated with Planning Department.

Planning Area 11




















Legend for Land Use Element

ER estate residential (up to 3 d.u./ac.)	I industrial
LR low density residential (3.01 to 6 d.u./ac.)	P park
MR medium density residential (6.01 to 12 d.u./ac.)	PQ public & quasi public
HR high density residential (12.01 to 25 d.u./ac.)	G greenbelt
NC neighborhood commercial	city limit
GC general commercial	county lands
DC downtown commercial	RUL line
TC tourist commercial	planning area boundary
O office	planning area identification
	land use boundary



Revised as of **Feb. 01, 1986**
 Please verify current land use
 designated with Planning Department.

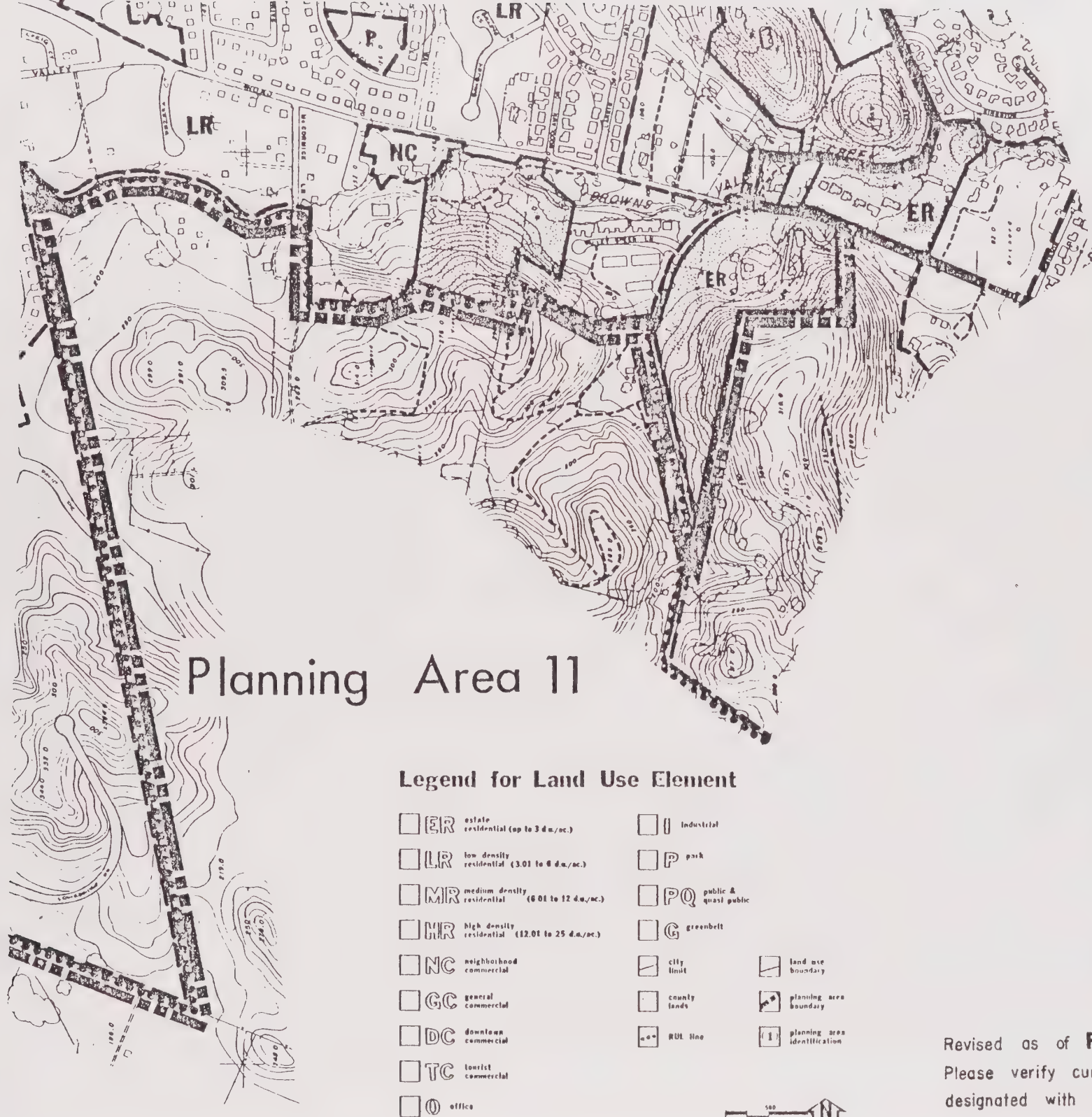
Legend for Land Use Element

- | | | |
|--|---|--|
|  ER estate residential (up to 3 d.u./ac.) |  I industrial | |
|  LR low density residential (3.01 to 8 d.u./ac.) |  P park | |
|  MR medium density residential (8.01 to 12 d.u./ac.) |  PO public & quasi public | |
|  HR high density residential (12.01 to 25 d.u./ac.) |  G greenbelt | |
|  NC neighborhood commercial |  city limit |  land use boundary |
|  GC general commercial |  county lands |  planning area boundary |
|  DC downtown commercial |  RUL line |  planning area identification |
|  TC tourist commercial | | |
|  O office | | |

Planning Area 11

Revised as of **Feb. 01, 1986**
Please verify current land use
designated with Planning Department

11D



Revised as of **Feb. 01, 1986**
 Please verify current land use
 designated with Planning Department.

Planning Area 12--Foster

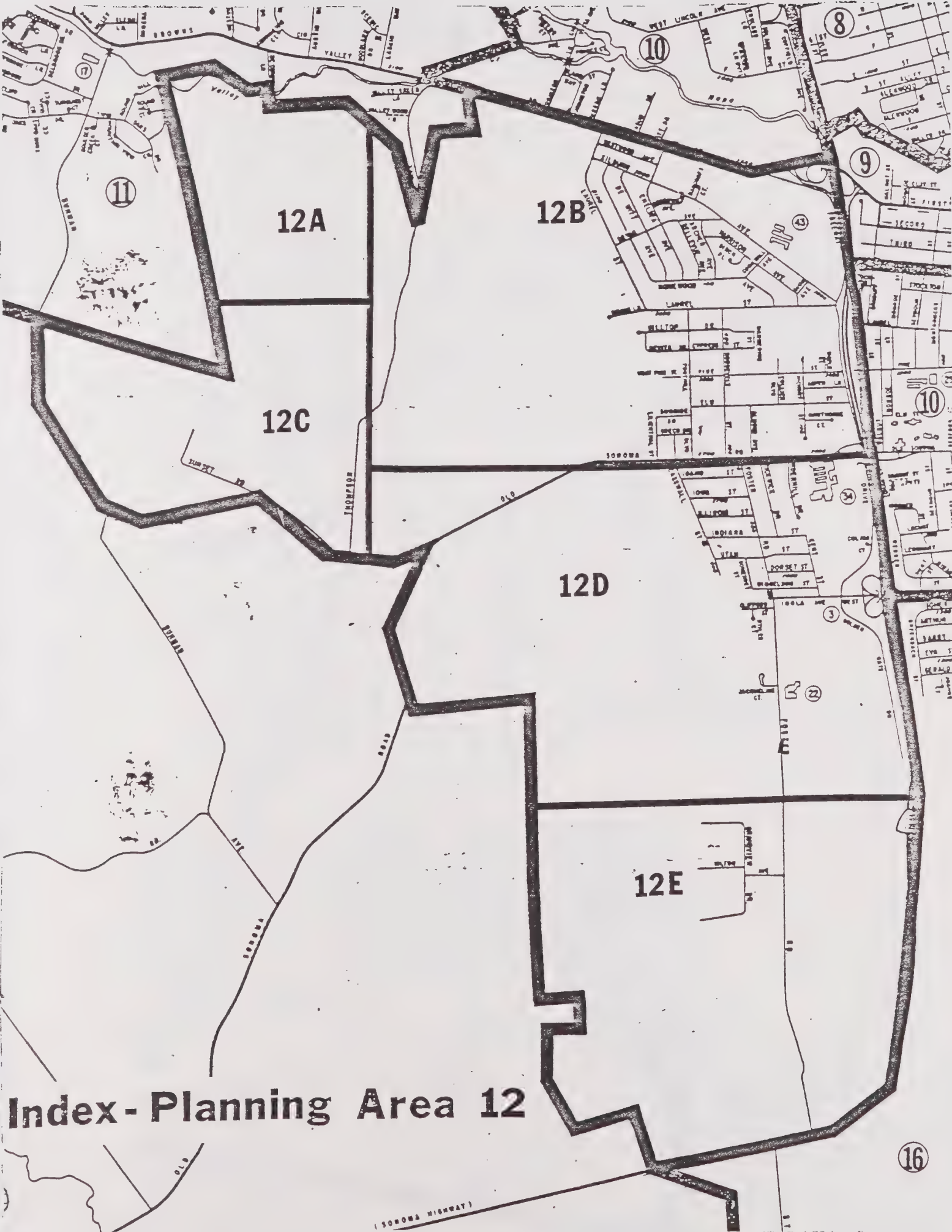
The Foster Planning Area covers southwestern Napa and adjacent County lands including parts of Congress Valley. The area is bounded by First Street/Browns Valley Road and the RUL on the north, Sonoma Highway (12/121) on the south, Buhman Avenue over to 12/121 on the west, and Highway 29 on the east. The predominant land use inside the City is residential: a mix of estate, low and high densities. The area now holds 3,074 residential units. The Napa Valley Center and Westwood School occupy the corner of First Street and Highway 29. Ridgeview and Irene Snow Schools, Westwood Hills and Laurel Street Parks are also in the planning area. Industrial uses occupy lands along the west side of Highway 29. County lands are used primarily for agriculture (grapes and grazing) and rural density homes.

There is considerable room for urban residential development in the Foster Planning Area. The potential number of additional housing units in this planning area was estimated in 1986 to range from 1237 to 2486. Higher densities are appropriate on several large vacant or underutilized parcels; other areas should infill at existing densities. In the north, a 41-acre hillside parcel is designated for low density residential use (3 to 6 units per acre). A second vacant hillside parcel south of Old Sonoma Road is designated for estate residential (up to 3 units per acre). The site has poor access and is visible from Highway 29. Grapes are cultivated on County lands to the west. The oaks on site should be preserved as scenic amenities. A third vacant parcel west of Foster Road (across from the Horseman's Association) is designated for estate density of up to 3 units per acre. On all three of these sites, grading and construction practices should incorporate erosion control measures, including minimizing vegetation removal and siting structures to avoid hillside cuts. Geologic and fire hazards should be mitigated. Clustering of units on slopes of less than 30% should be considered to minimize grading.

Other vacant or underutilized lands suitable for development include the Horseman's Association property, the former drive-in theater and the radio station sites east of Foster Road. These sites are designated for medium density residential development (6 to 12 units per acre). The RUL is extended to the south of these sites to include approximately 75 acres of undeveloped land fronting on Highway 29. The property is designated for medium density residential use, with high density within a 400 foot strip along the eastern edge. Expansion of the RUL is appropriate in this location to allow for residential development close to downtown services and where circulation is good. The high density development along Highway 29 should include noise mitigation measures.

Some expansion of urban services are needed to serve designated densities in this area. The Napa Sanitation District Service Boundary, LAFCOM Sphere of Influence and the water service area will have to be expanded. A neighborhood park is needed to serve new residents; land adjacent to the Irene Snow School would be an appropriate site. Shopping facilities at Napa Valley Center and along Imola Avenue are proximate, as are schools. Whereas much of the developable land in the Foster Planning Area is outside of the 1½ mile fire response radius, access to the sites is good. On-site fire mitigation should be required. The area is relatively close to downtown services and employment opportunities particularly to industrial sites in southeastern Napa.

Traffic circulation in southwestern Napa is relatively good. The key traffic concern for future development is to provide adequate and cohesive circulation with each development project and to tie it into the existing City network.



Index - Planning Area 12

Planning Area 12



Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	industrial
LR	low density residential (3.01 to 6 d.u./ac.)	P	park
MR	medium density residential (6.01 to 12 d.u./ac.)	PQ	public & quasi public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighborhood commercial	city limit	land use boundary
GC	general commercial	county lands	planning area boundary
DC	downtown commercial	RUL line	planning area identification
TC	tourist commercial		
O	office		



12A

6-83

Revised as of **Feb. 01, 1986**

Please verify current land use
designated with Planning Department.

Planning Area 12

12B

6-84

Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	industrial	land use boundary
LR	low density residential (3.01 to 6 d.u./ac.)	P	park	planning area boundary
MR	medium density residential (6.01 to 12 d.u./ac.)	PQ	public & quasi public	planning area identification
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt	
NC	neighborhood commercial	city limit		
GC	general commercial	county lands		
DC	downtown commercial	RUL line		
TC	tourist commercial			
O	office			



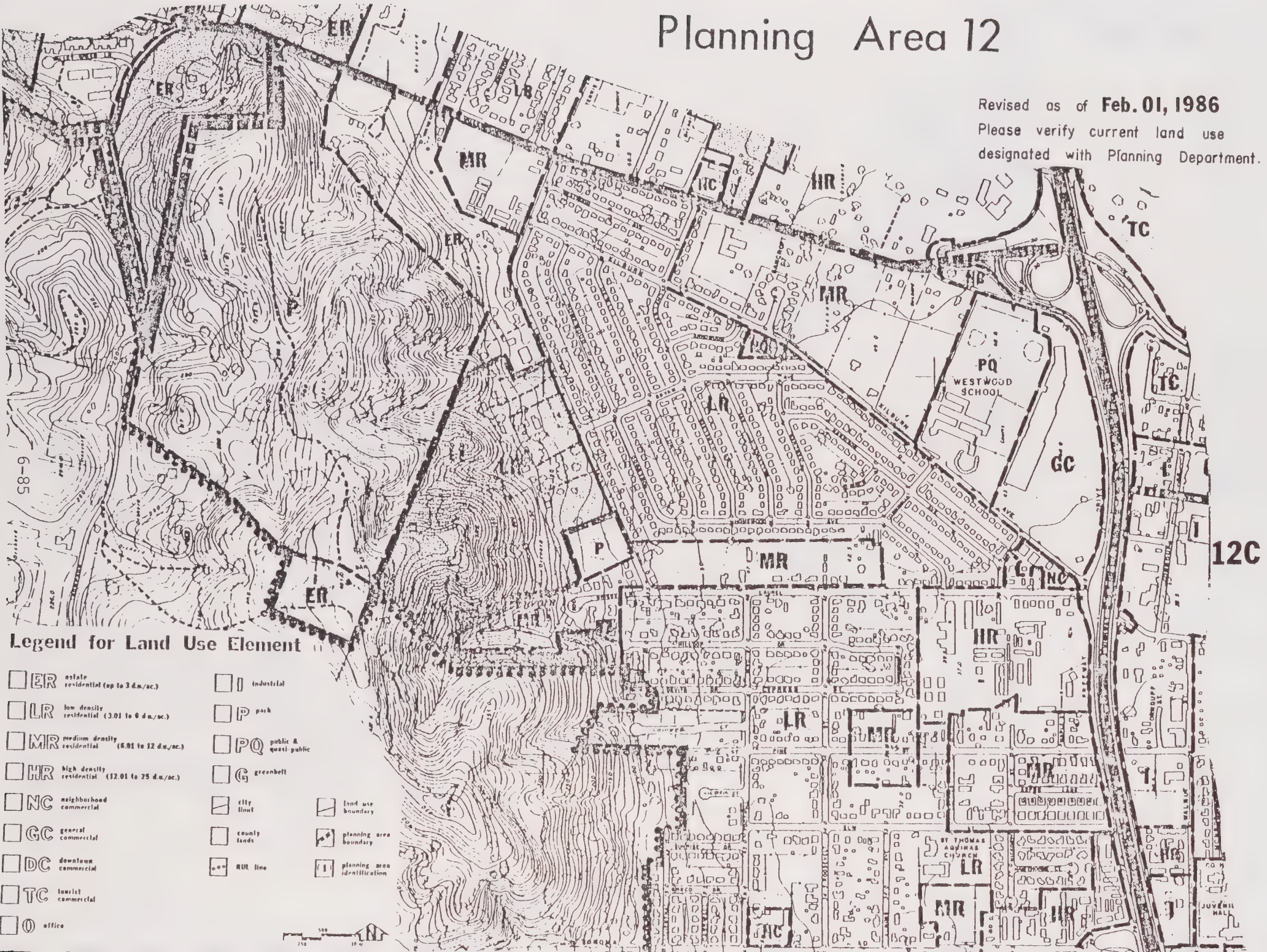
Revised as of Feb. 01, 1986

Please verify current land use
designated with Planning Department

Planning Area 12

Revised as of **Feb. 01, 1986**

Please verify current land use designated with Planning Department.



Planning Area 12

12D

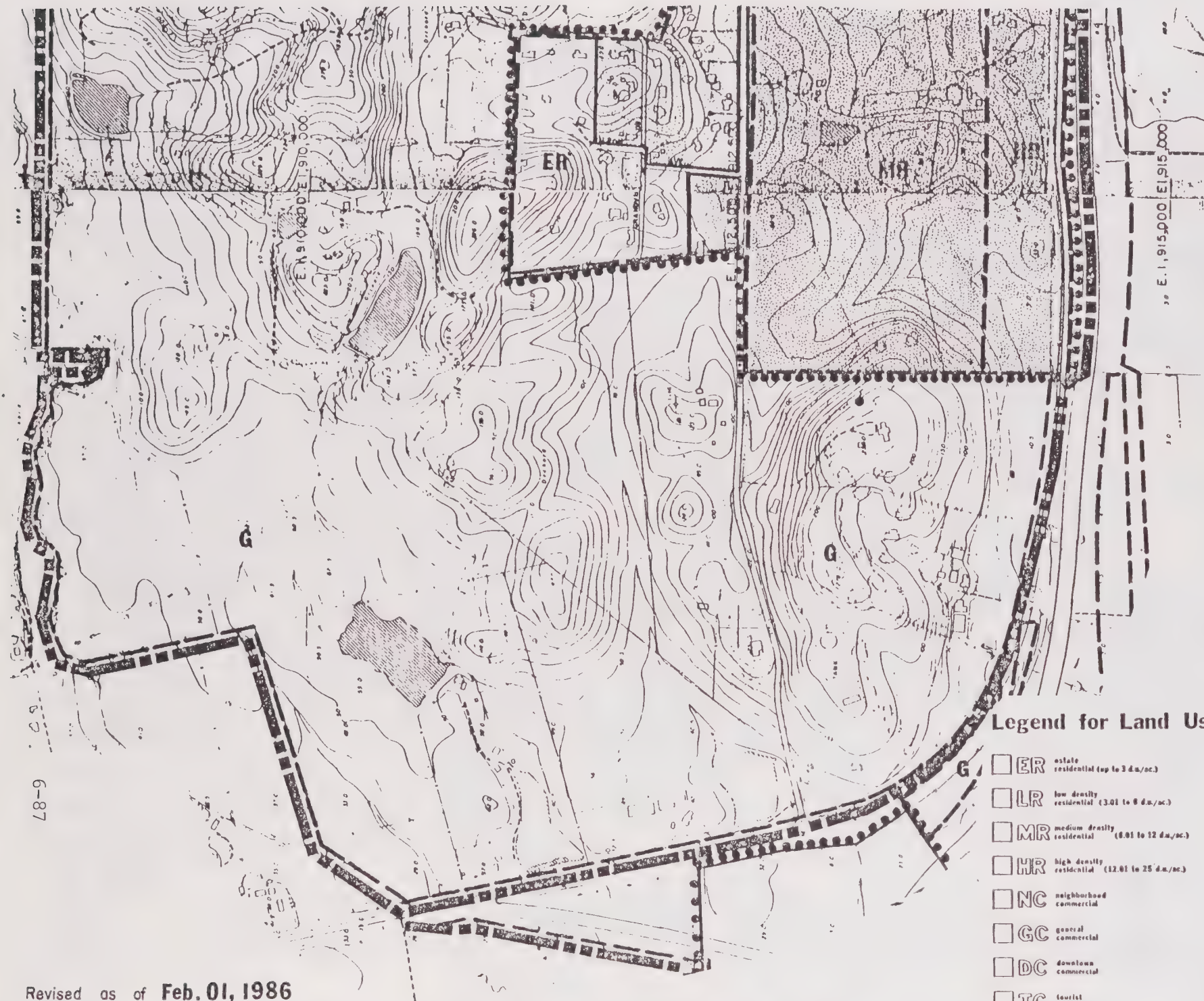
98-9

Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	industrial
LR	low density residential (3.01 to 6 d.u./ac.)	P	park
MR	medium density residential (6.01 to 12 d.u./ac.)	PQ	public & quasi public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighborhood commercial	city limit	land use boundary
GC	general commercial	county lands	planning area boundary
DC	downtown commercial	RUL line	planning area identification
TC	tourist commercial		
O	office		



Revised as of Feb. 01, 1986
Please verify current land use
designated with Planning Department



12E

Legend for Land Use Element

<input type="checkbox"/> ER	estate residential (up to 3 d.a./ac.)	<input type="checkbox"/> I	industrial
<input type="checkbox"/> LR	low density residential (3.01 to 8 d.a./ac.)	<input type="checkbox"/> P	park
<input type="checkbox"/> MR	medium density residential (8.01 to 12 d.a./ac.)	<input type="checkbox"/> PQ	public & quasi public
<input type="checkbox"/> HR	high density residential (12.01 to 25 d.a./ac.)	<input type="checkbox"/> G	greenbelt
<input type="checkbox"/> NC	neighborhood commercial	<input type="checkbox"/>	city limit
<input type="checkbox"/> GC	general commercial	<input type="checkbox"/>	county lands
<input type="checkbox"/> DC	downtown commercial	<input type="checkbox"/>	RUL line
<input type="checkbox"/> TC	tourist commercial	<input type="checkbox"/>	land use boundary
<input type="checkbox"/> O	office	<input type="checkbox"/>	planning area boundary
		<input type="checkbox"/>	planning area identification

Revised as of **Feb. 01, 1986**

Please verify current land use

Planning Area 12

inate th ng rtme



Planning Area 13--Shearer

The Shearer Planning Area, south of the central business district, is important to Napa's historical heritage. The Planning Area is marked by Oak Street on the north, Imola Avenue on the south, Highway 29 on the west, and Napa River on the east. The neighborhood contains many of the City's finest late 19th century residences, once the homes of Napa's successful merchants and industrialists. Many of these are noted in the City's Historic Resources Inventory; some are listed on the National Register and others are pending such recognition. Beginning in 1900 the area began to fill in with homes, continuing on into the 1930's when farmland south of Elm Street was subdivided to accommodate the housing boom.

Today the area remains in predominantly low density use, with a considerable amount of higher density units east of Franklin Street. There are 2,194 residential units in the Planning Area. Industrial uses, including the old tanneries, are located along the river and near Oak and Ornduff Streets. Commercial uses are scattered about, including a motel at Imola Avenue and the river and an existing Neighborhood Commercial site at Jefferson and Old Sonoma Road. Fuller Park, the center of the historic district, Kiwanis Park and Shearer School serve this area.

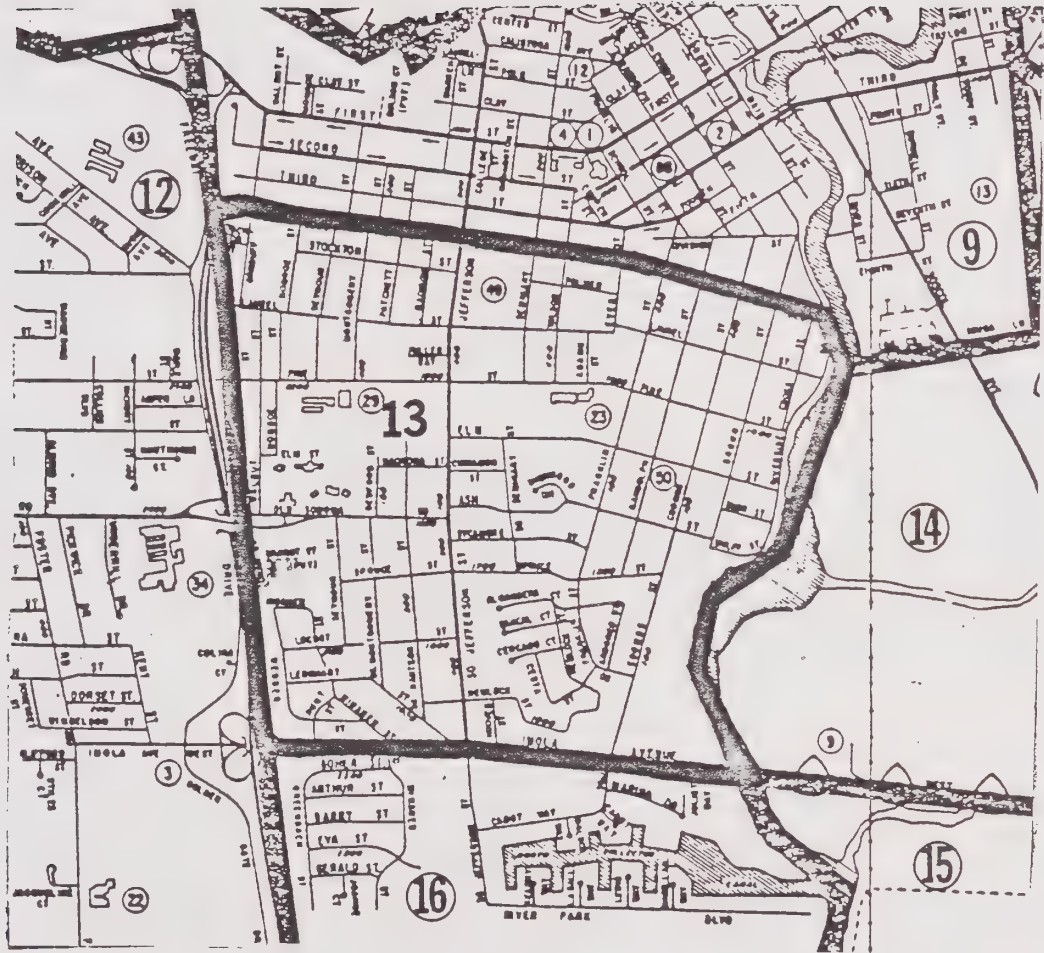
There is little room for new residential projects in the Shearer area without demolition of existing structures. Densities could be increased however, by building second rental units behind existing single-family homes, by allowing residential uses above commercial, and by converting large, older homes to multi-family units. The primary concern with this type of infill is protection of the neighborhood and historic character. The design of new units and modification of existing homes should preserve the historic and architectural character of the structure and neighborhood.

General Plan densities reflect existing land use patterns in the southern part of the planning area; densities are increased to medium and high density north of Elm Street and along the river, respectively. It is difficult to predict how much of existing development will convert to higher densities therefore potential buildout is unknown. Other riverfront properties are designated for industrial and tourist-commercial uses. All lands within the floodway and floodway fringe may be subject to change depending upon the conclusions of the floodway study. The floodway fringe extends beyond Coombs Street into developed residential neighborhoods.

Approximately 30 acres along Highway 29, from Old Sonoma Road to Oak Street, are designated for industrial use. This area will accommodate additional light intensity industrial uses. Mitigation measures such as landscaping, noise buffers or activity restrictions may be necessary to assure compatibility with nearby residences.

Traffic circulation within the Shearer Area is relatively good. North-south traffic focuses on Jefferson Street. Land use along Jefferson Street should remain as residential with minimal access points to reduce traffic conflicts. Non-traffic intensive office uses should go in north of Laurel with limited access points.

Imola Avenue, a State highway, is the main east-west arterial in this Planning Area. The concern is that development in the area could result in the need to widen the Maxwell Bridge. Policies to minimize congestion call for limited direct access onto Imola.



Index - Planning Area 13

Planning Area 13



13

Legend for Land Use Element

ER	estate residential (up to 3 d.m./ac.)	I	industrial
LR	low density residential (3.01 to 6 d.m./ac.)	P	park
MR	medium density residential (6.01 to 12 d.m./ac.)	PQ	public & quasi public
HR	high density residential (12.01 to 25 d.m./ac.)	G	greenbelt
NC	neighborhood commercial		city limit
GC	general commercial		county lands
DC	downtown commercial		land use boundary
TC	tourist commercial		planning area boundary
O	office		RUL line
			planning area identification

Revised as of **Feb. 01, 1986**
Please verify current land use
designated with Planning Department



Planning Area 14--Terrace/Shurtleff

The Terrace/Shurtleff Planning Area lies east of the Napa River and north of Imola Avenue and the State Hospital. The northern boundary is Coombsville Road; the eastern edge runs roughly south from Second Avenue. The Area is predominantly developed in low density single-family homes with a considerable amount of vacant land, much of which is unincorporated. There are 2,431 residential units in the area. The neighborhood character varies from a rural-like setting on County lands to standard single-family subdivisions on City lands. The terrain becomes slightly hilly on the east. Land uses outside the RUL are rural; agricultural and very low density residential. Tulocay Creek, forking to Kreuse Creek, drains the area.

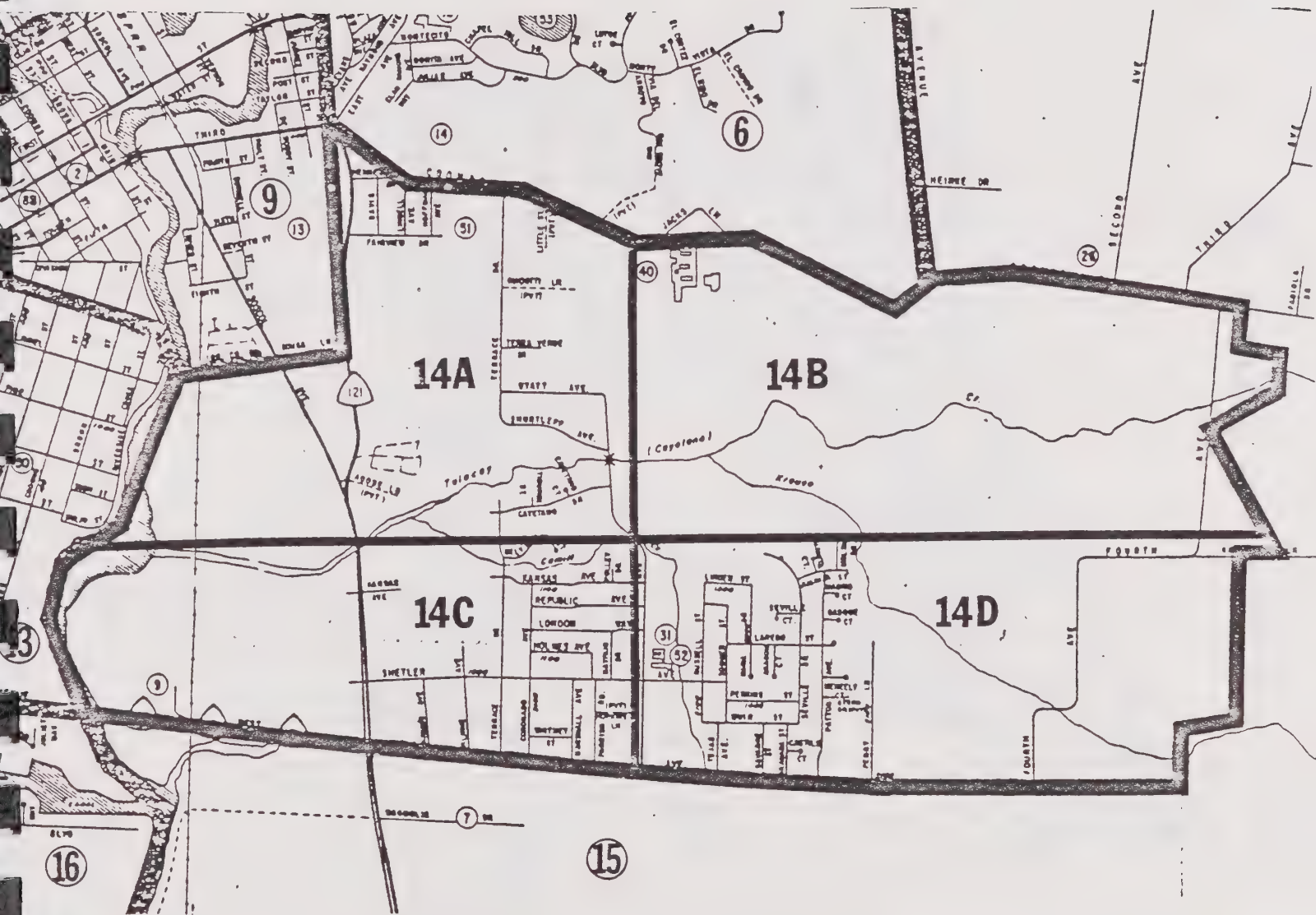
The Terrace/Shurtleff Area is an area suitable for increased densities. Retention of the unique character of the unincorporated areas is also desirable. The General Plan designates much of the central, underutilized or vacant lands for medium density (6 to 12 units per acre). Most existing developed neighborhoods are to infill at low densities. A strip of land roughly 250 feet deep along the east side of Soscol and Silverado Trail is designated for high density residential development (12 to 25 units per acre), an increase over current density. The potential number of additional housing units in this planning area was estimated in 1986 to range from 625 to 1262.

The proximity of the Terrace/Shurtleff Area to shopping, business and transit in Napa's downtown and employment opportunities of the Napa State Hospital make the area suitable for increased densities. Two neighborhood commercial sites are designated: one on Coombsville Road and one on Imola Avenue West. Two sites are designated for Tourist Commercial use: at Soscol Avenue and Sousa Lane, and at Soscol and Imola. Other services (schools, water, etc.) are adequate. Two schools (Silverado Middle School and Phillips), and three parks (Fairview, Camille, Shurtleff) serve the area. The NSD's service area will have to be extended to serve unincorporated areas on septic systems where residents rely upon well water for domestic use. Although the area is outside the 1½ mile fire response radius, it has a relatively low hazard rating due to good access and level terrain.

Much of the land between Soscol Avenue and the Napa River lies within the river's floodway fringe. The floodway is being studied to determine appropriate uses. The Napa Sanitation District's sewage treatment plant occupies a large site at Imola and the river. The Napa Sanitation District's office is located on this site. The parcel north of this site, now in vineyards, is designated for tourist commercial use. The adjacent large parcel (Gasser property) west of Soscol is designated as a Study Area, for further evaluation of land alternatives prior to development. A specific plan should be developed to address all land use concerns. Although unincorporated, this property is suited for urban use, if flood concerns can be addressed. Consideration should be given to locating sensitive development away from the sanitation plant in order to reduce the effects of sewage odors. General Plan designations on all lands within the floodway may be subject to change based upon the City's floodway study.

The RUL line corresponds fairly well with the eastern extent of the urban development in the Terrace/Shurtleff area. The General Plan proposes to expand the RUL line near Shurtleff Avenue to include the abandoned quarry site and adjacent parcels. Roughly half of this area is within the Napa Sanitation District Sphere of Influence. Inclusion of these properties within the RUL would facilitate re-use of the quarry site for residential development and provide a logical boundary for urban development.

Growth in the Terrace/Shurtleff area will affect traffic circulation in three key locations: The Silverado/Coombsville/Third Street intersection, the Third/Soscol intersection, and the Soscol/Imola intersection. Modifications can be made at Third and Soscol and at Soscol and Imola at reasonable cost. The timing of improvements at Soscol and Imola should correspond to development and traffic growth that occur in this area. The Third/Silverado/ Coombsville intersection will probably function adequately if the basic circulation network within the Terrace/Shurtleff area is properly developed prior to extensive development in the Terrace/Shurtleff area in order to establish needed rights-of-way for roadways. Some modifications are also needed at Soscol and Silverado.



Index - Planning Area 14

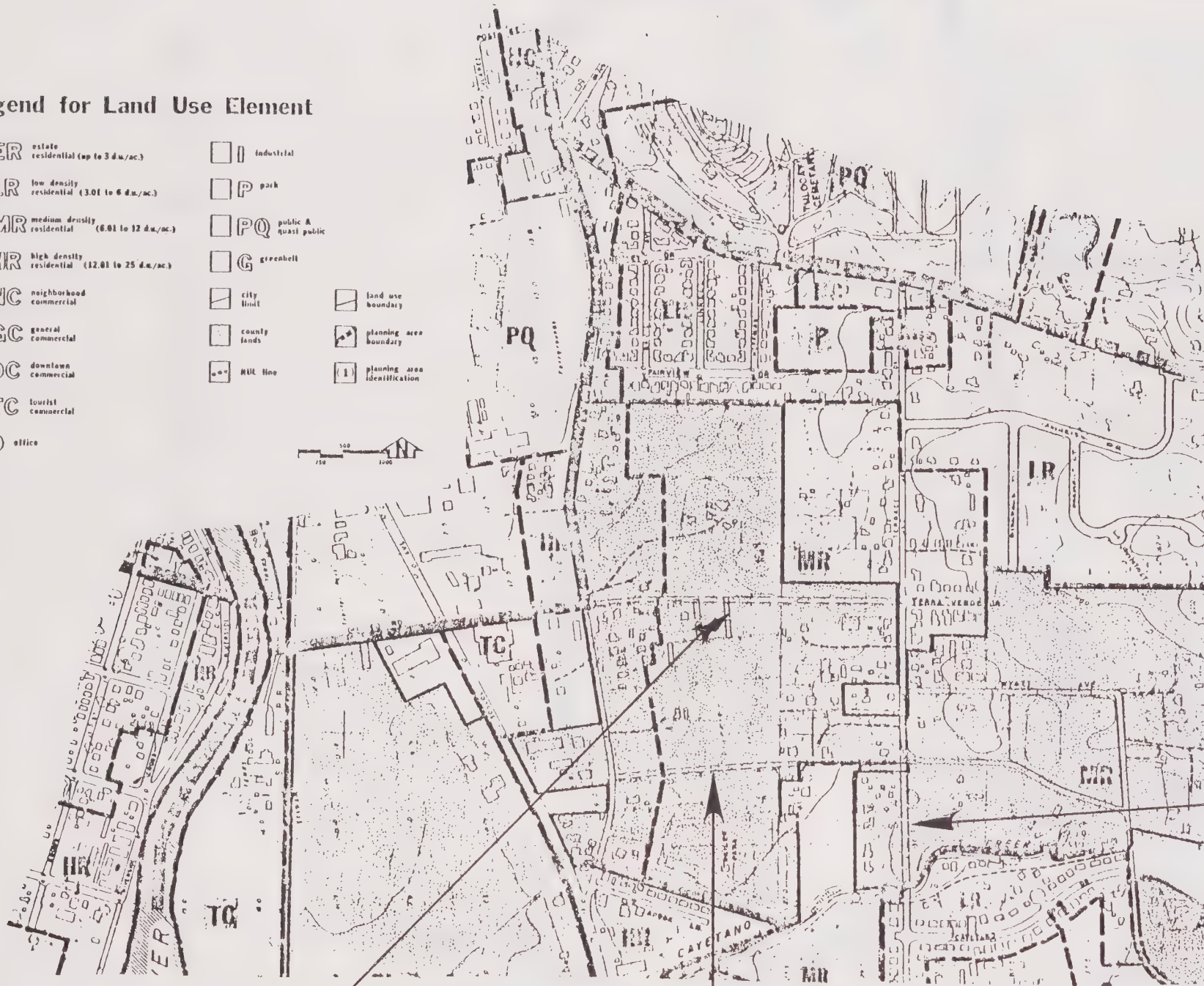
Planning Area 14

Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	industrial
LR	low density residential (3.01 to 6 d.u./ac.)	P	park
MR	medium density residential (6.01 to 12 d.u./ac.)	PQ	public & quasi public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighborhood commercial	city limit	land use boundary
GC	general commercial	county lands	planning area boundary
DC	downtown commercial	RR line	planning area identification
TC	tourist commercial		
U	office		



6-94



14A

Extension of
Terra Verde Dr.

Extension of
Saratoga Dr.

Extension of
Terrace Dr.

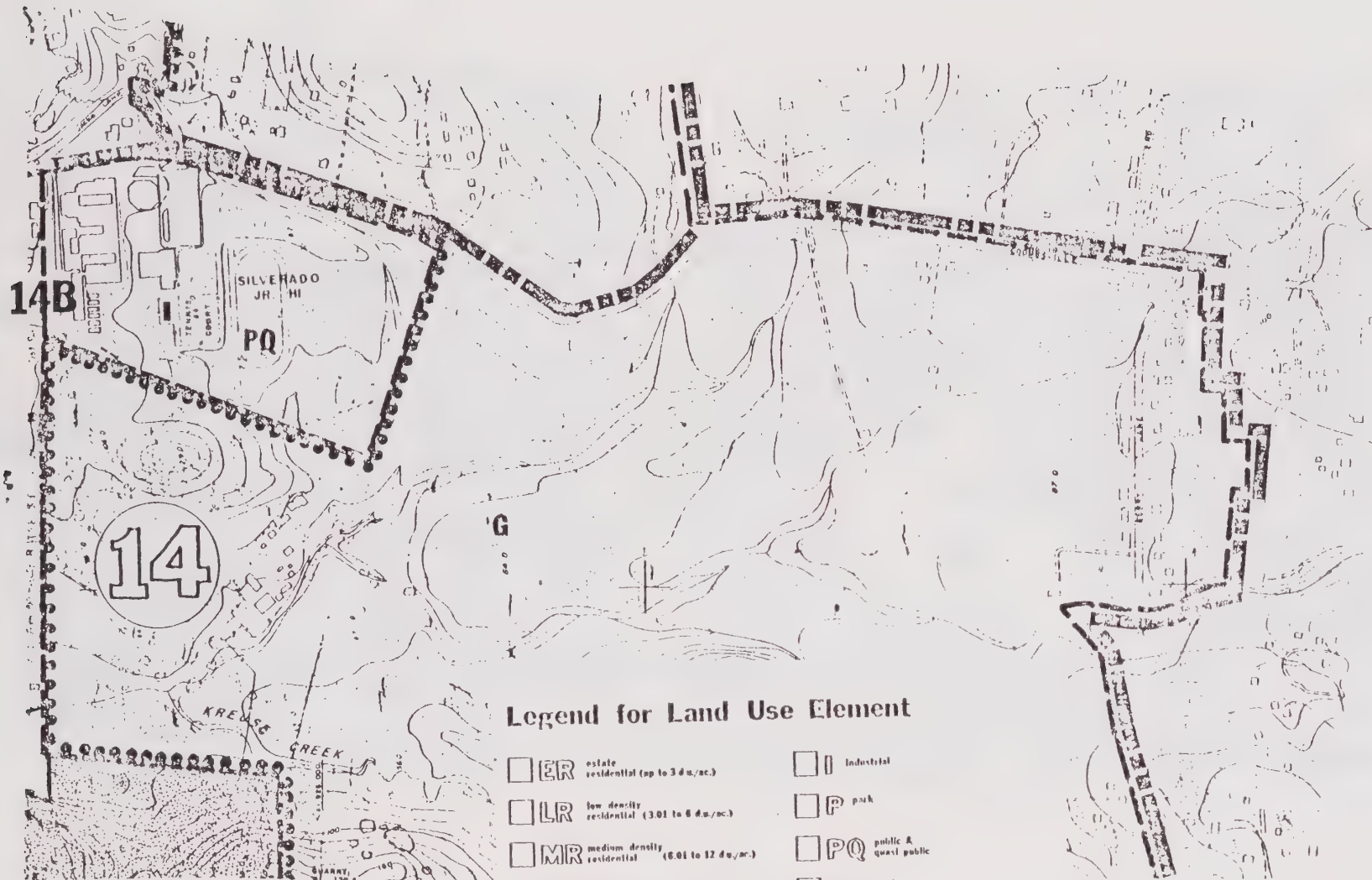
Revised as of **Feb. 01, 1986**

Please verify current land use

documented. Plc. De. ment.

Planning Area 14

6-95



Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	industrial
LR	low density residential (3.01 to 6 d.u./ac.)	P	park
MR	medium density residential (6.01 to 12 d.u./ac.)	PQ	public & quasi public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighborhood commercial	city limit	land use boundary
GC	general commercial	county lands	planning area boundary
DC	downtown commercial	RUL line	planning area identification
TC	tourist commercial		
office			

Revised as of **Feb. 01, 1986**
Please verify current land use
designated with Planning Department.



Planning Area 14



Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	industrial
LR	low density residential (3.01 to 6 d.u./ac.)	P	park
MR	medium density residential (6.01 to 12 d.u./ac.)	PQ	public & quasi public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighborhood commercial	city limit	land use boundary
GC	general commercial	county lands	planning area boundary
DC	downtown commercial	RUL line	planning area identification
TC	tourist commercial		
O	office		



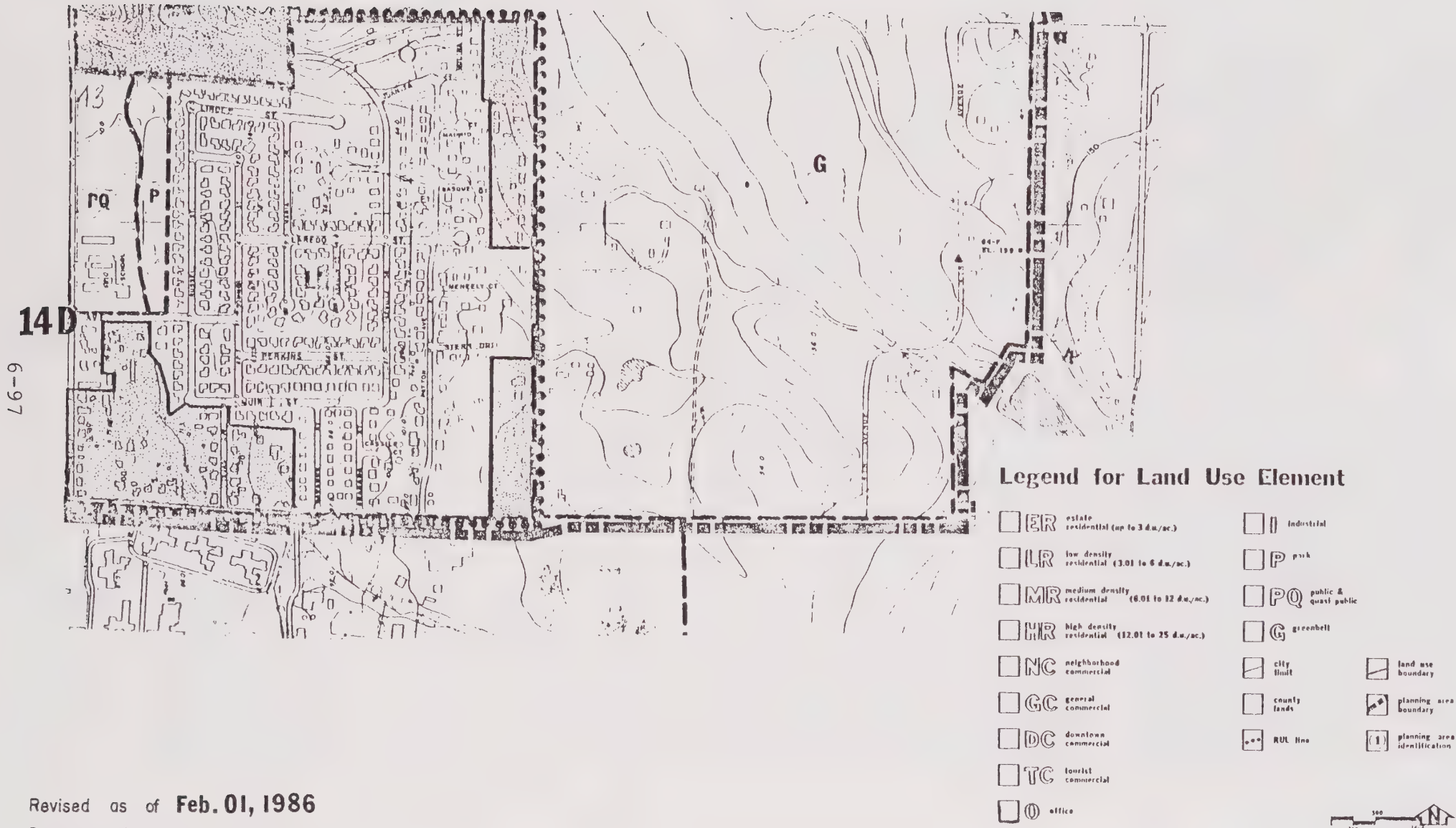
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date with Planning Department

Planning Area 14



Planning Area 15--Southeast Napa

The Southeast Napa Planning Area extends south from Imola Avenue, west to a line just south of Airport Road, running west along the airport boundary to Bull Island. Its western boundary is the Napa river; its eastern side is a line running south from Second Avenue. City limits take in Napa College, Kennedy Park, the golf course, the Memorial Gardens, and other industrially zoned lands to the south. The Napa State Hospital is outside the City but inside LAFCOM's Sphere of Influence; it is served by the Napa Sanitation District. Undeveloped lands east of Highway 221 are hilly, with slopes of over 30% and elevations up to 500 feet. Oak, brush and grass cover the hillsides except for lands quarried by Basalt Company. The quarry and processing area occupy roughly 766 acres south of the hospital. General Plan policies call for site reclamation when quarry operations are completed. Skyline Park, a partially developed regional park, extends outside the planning area.

Lands west of Highway 221 are developed (from north to south) as Napa Valley College, Napa Municipal Golf Course, John F. Kennedy Memorial Park, Napa Valley Memorial Garden, and the Kaiser Steel facility. The Napa Sanitation District treatment plant fronts the river west of the railroad tracks, south of the Southern Crossing. Much of the college, park, golf course and memorial gardens lie within the floodway; the floodway fringe extends further into these properties as well as onto the Kaiser site. The type and intensity of uses permitted on these lands will be subject to review and change following conclusion of the City's floodway study. Liquefaction is a potential hazard on historic marshlands. Geotechnical studies should assess possible safety concerns before development is permitted in such areas.

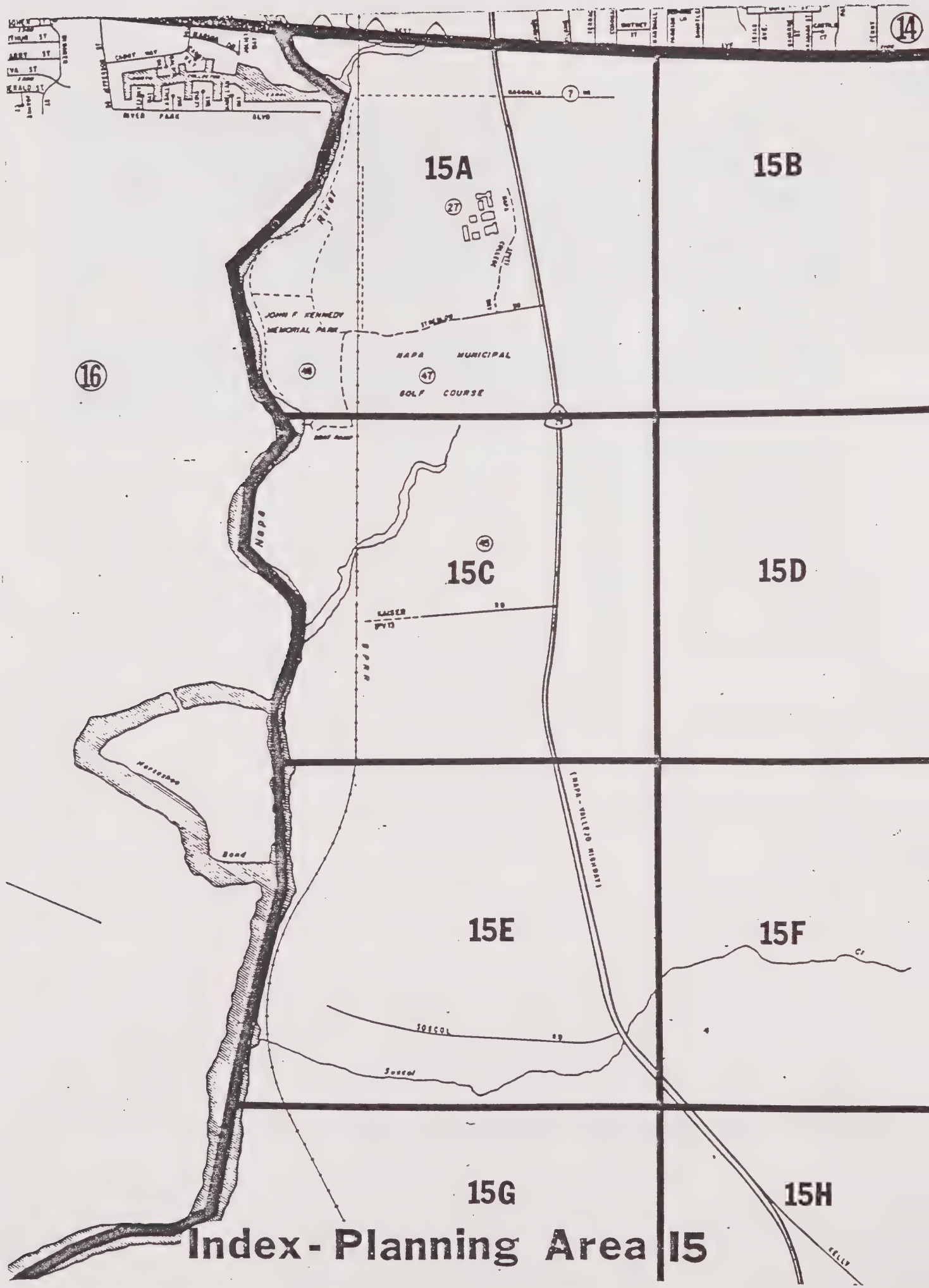
Channels and standing waters throughout the college, and golf course are remnants of the historic marshlands, subject to tidal flow from San Pablo Bay. Marshlands extend onto the college's northern property. State policies call for protection of existing marshlands and restoration of historic marshlands. Development on affected properties will be subject to Department of Fish and Game regulations. Riparian vegetation should also be protected along the river and marshes.

The 1982 General Plan RUL remains unchanged from the 1975 plan's RUL: it follows City limits, taking in Napa College, Kennedy Park and the Bedford site. This line is consistent with the definition of the Rural Urban Limit line.

The General Plan land use designations reflect existing uses on developed lands. A vacant parcel on Imola Avenue, east of Napa River, is designated for industrial use. This site is within the floodway and would be subject to flood hazard regulations. Other vacant lands within the City's jurisdiction part of the proposed Airport North Industrial site (roughly 250 acres south of the Kaiser Steel site). A planned development is proposed for the site, and for an additional 770± acres south of the State highway, The City and County portions of this site are designated for industrial use in the General Plans.

The industrial designation extends east to include a strip of land approximately 400 feet deep along the east side of Kelly Road. Uses appropriate to this entire area are moderate to high intensity, non-polluting industries. Development should be sited, designed and screened to mitigate its visibility from roads entering Napa from the south. Development in the flight path should also be sited and regulated to correspond to airport traffic safety standards. Lands designated to receive irrigation waters from the Napa sewage treatment plant should remain in agricultural use. Lands to the east and west of industrial properties should remain as greenbelt with agricultural or other rural uses.

Traffic circulation on Soscol and Imola could worsen if plans for industrial growth are realized. Local improvements are possible at a relatively moderate cost if right-of-way is maintained. The timing of industrial development should correspond to traffic improvements. The area lies beyond the 1½ mile fire response distance. All construction must be protected by built-in fire protection systems as well as other mitigating factors.



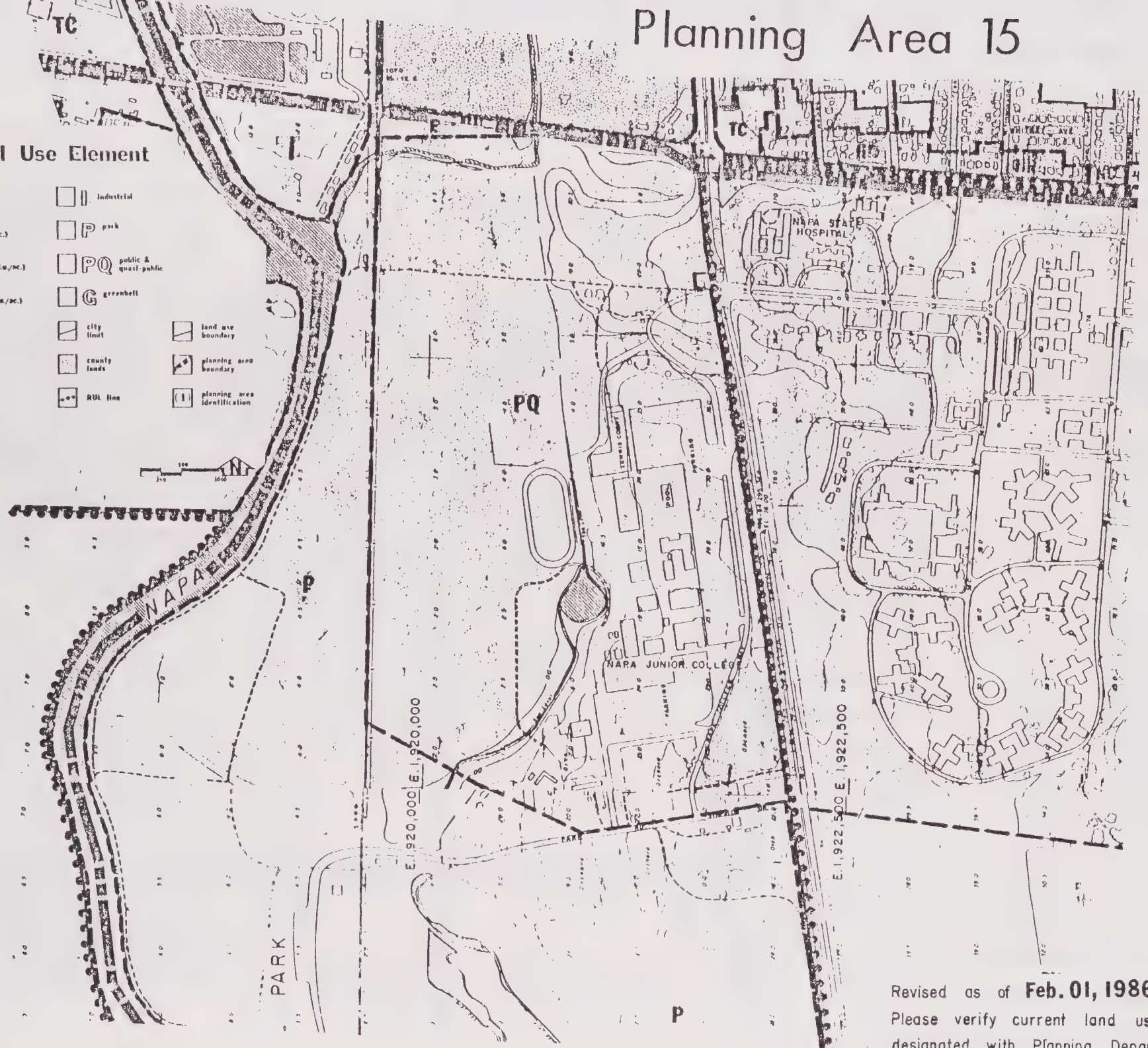
Index - Planning Area 15

Planning Area 15

15A

Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	Industrial
LR	low density residential (3.01 to 6 d.u./ac.)	P	park
MR	medium density residential (6.01 to 12 d.u./ac.)	PQ	public & quasi-public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighborhood commercial		city limit
GC	general commercial		county lands
DC	downtown commercial		RUL line
TC	tourist commercial		land use boundary
O	offices		planning area boundary
			planning area identification

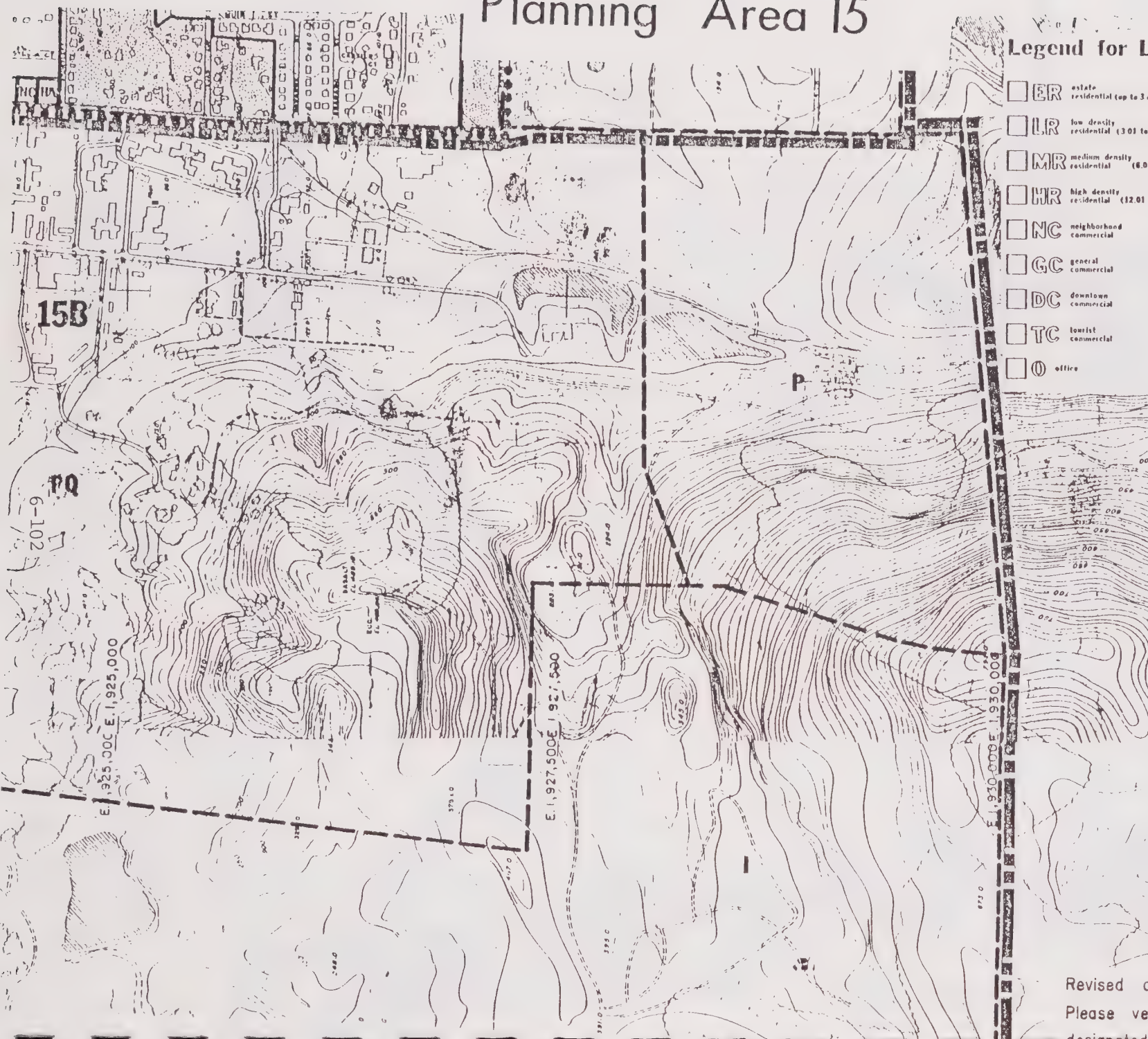


Revised as of **Feb. 01, 1986**
Please verify current land use
designated with Planning Department.

Planning Area 15

Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	Industrial
LR	low density residential (3.01 to 6 d.u./ac.)	P	Park
MR	medium density residential (6.01 to 12 d.u./ac.)	PQ	public & quasi public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighborhood commercial	city limit	land use boundary
GC	general commercial	county lands	planning area boundary
DC	downtown commercial	RUL line	planning area identification
TC	tourist commercial		
O	office		



Revised as of **Feb. 01, 1986**

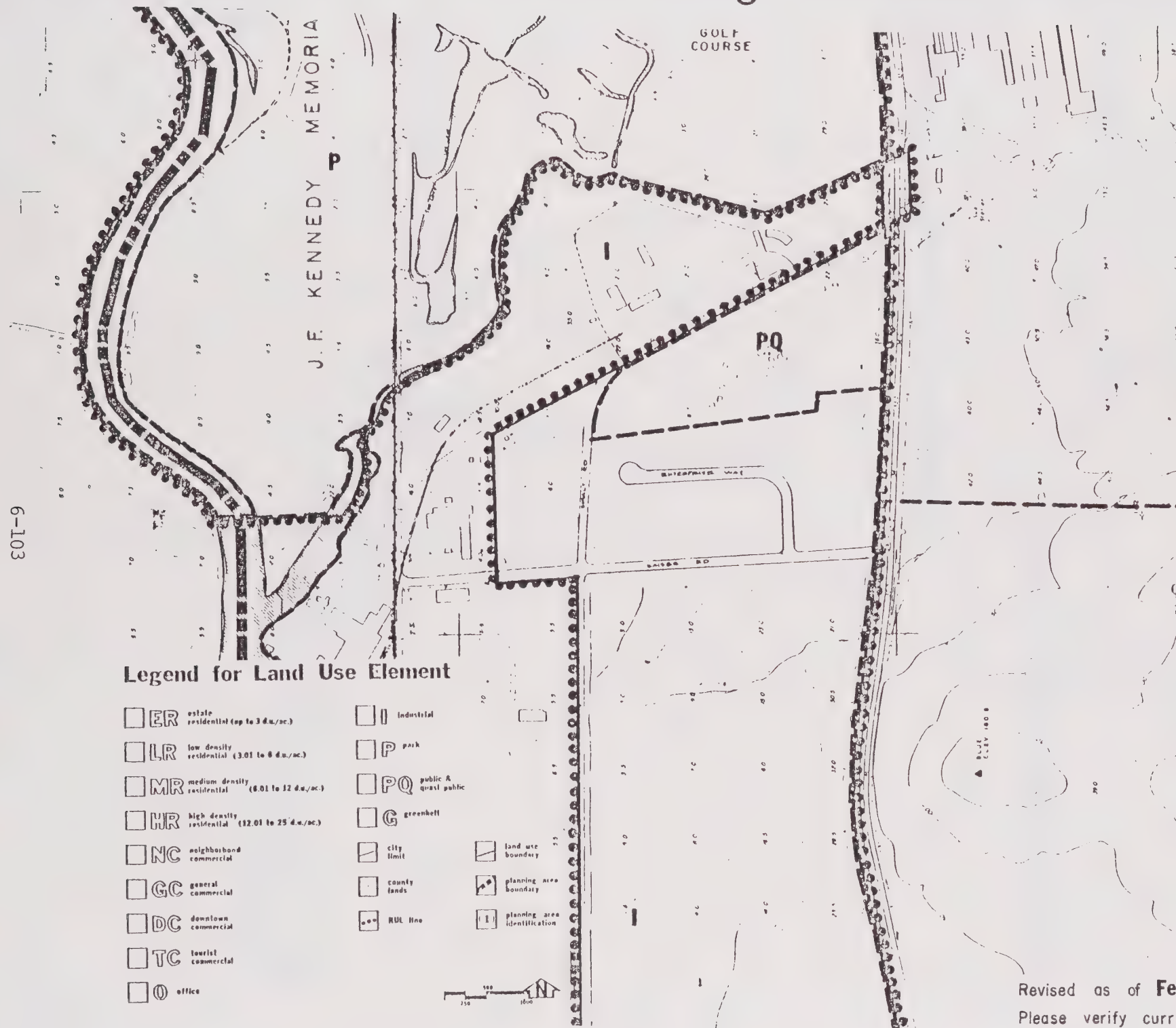
Please verify current land use

designated with Planning Department.

Planning Area 15

15C

6-103

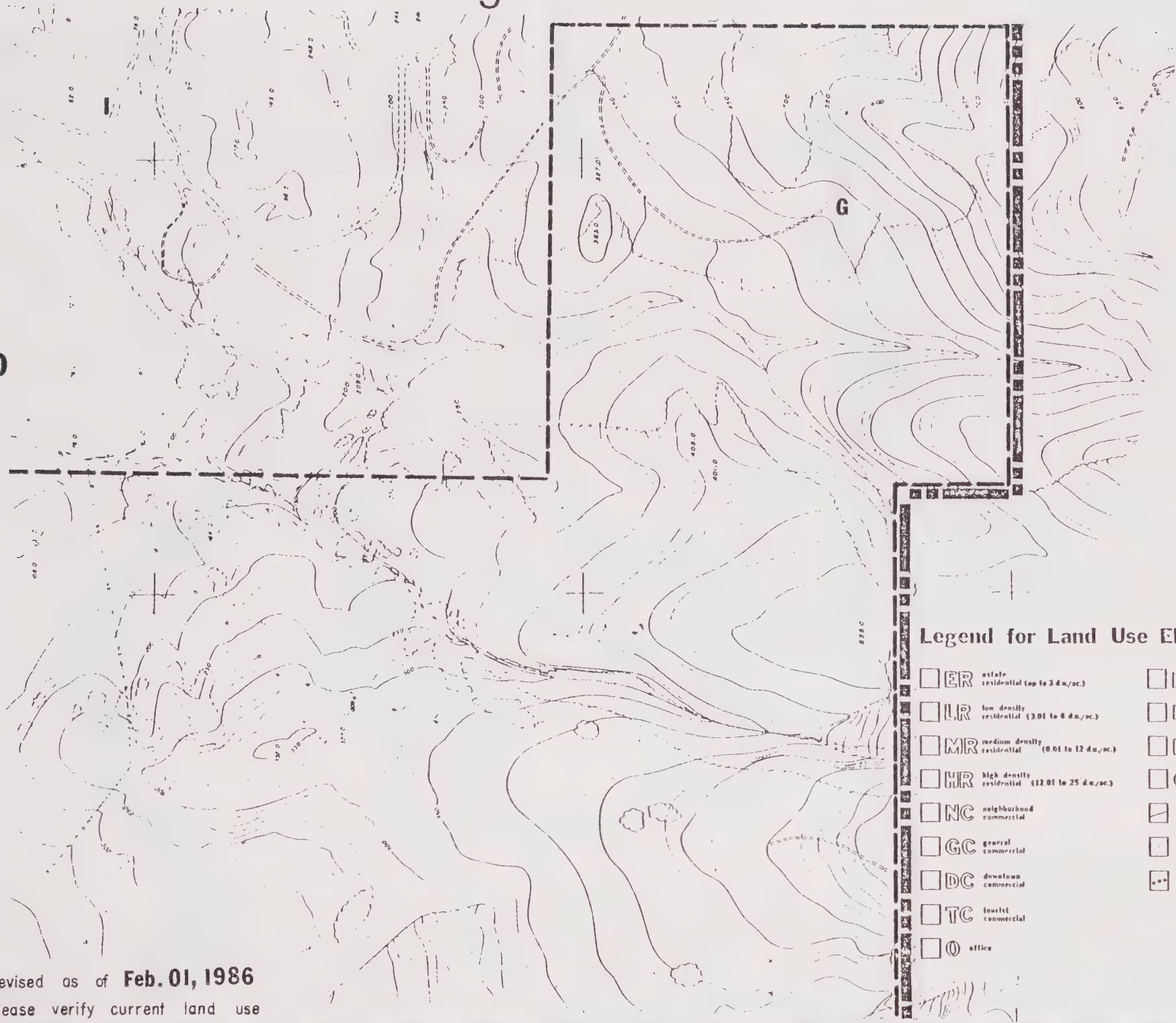


Revised as of **Feb. 01, 1986**
Please verify current land use
designated with Planning Department.

Planning Area 15

15D

6-104



Legend for Land Use Element

- | | |
|--|---|
| <input type="checkbox"/> ER estate-residential (up to 3 d.u./ac.) | <input type="checkbox"/> I Industrial |
| <input type="checkbox"/> LR low density residential (3.01 to 6 d.u./ac.) | <input type="checkbox"/> P park |
| <input type="checkbox"/> MR medium density residential (6.01 to 12 d.u./ac.) | <input type="checkbox"/> PQ public & quasi public |
| <input type="checkbox"/> HR high density residential (12.01 to 25 d.u./ac.) | <input type="checkbox"/> G greenbelt |
| <input type="checkbox"/> NC neighborhood commercial | <input type="checkbox"/> city limit |
| <input type="checkbox"/> GC general commercial | <input type="checkbox"/> county lands |
| <input type="checkbox"/> DC downtown commercial | <input type="checkbox"/> RUL line |
| <input type="checkbox"/> TC tourist commercial | <input type="checkbox"/> land use boundary |
| <input type="checkbox"/> O office | <input type="checkbox"/> planning area boundary |
| | <input type="checkbox"/> (1) planning area identification |

Revised as of **Feb. 01, 1986**

Please verify current land use

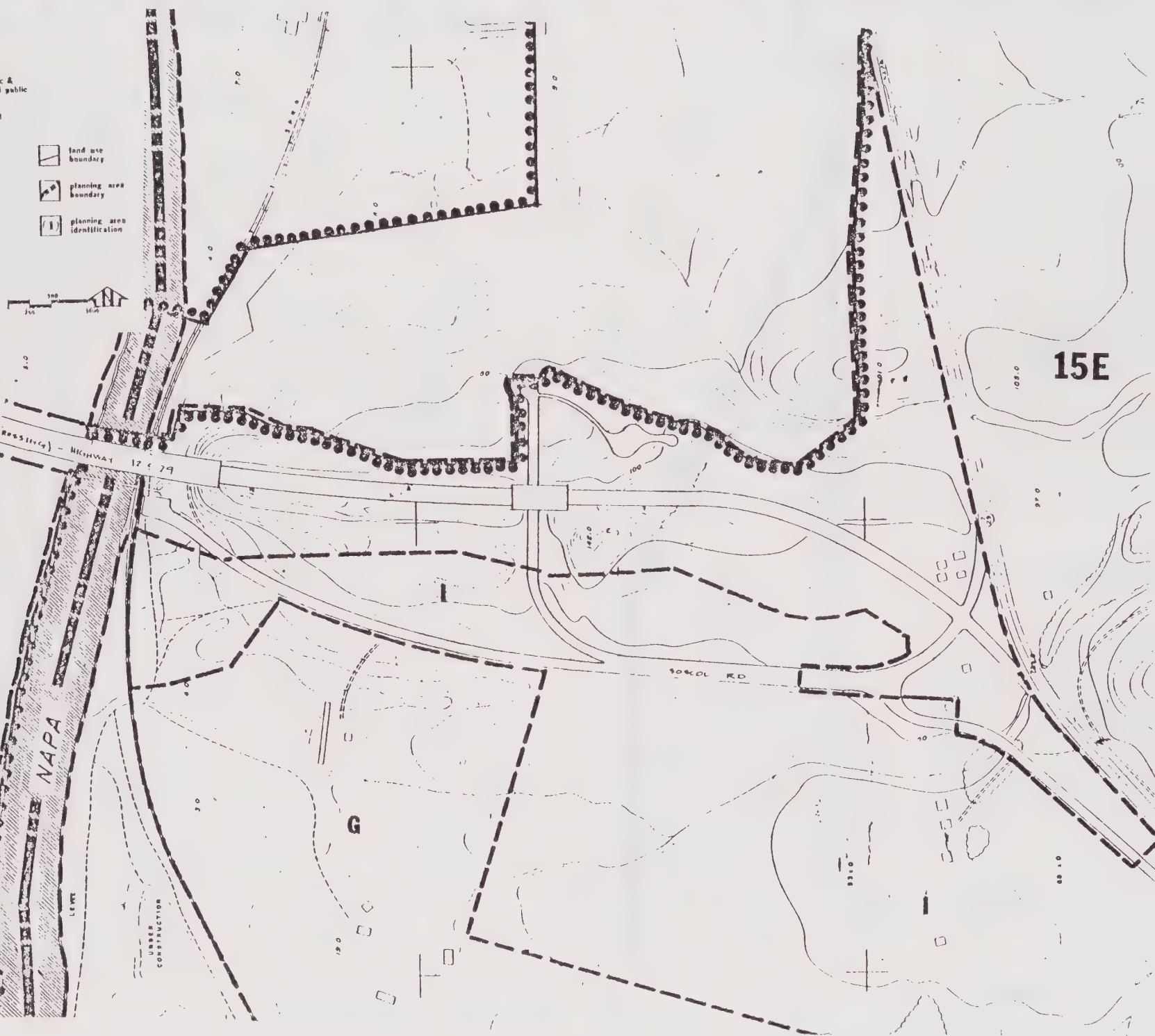
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Legend for Land Use Element

Planning Area 15

ER	estate residential (up to 3 d.u./ac.)	I	Industrial
LR	low density residential (3.01 to 6 d.u./ac.)	P	park
MR	medium density residential (6.01 to 12 d.u./ac.)	PQ	public & quasi public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighborhood commercial	city limit	land use boundary
GC	general commercial	county lands	planning area boundary
DC	downtown commercial	RUL line	planning area identification
TC	tourist commercial		
O	office		



6-105

Revised as of Feb. 01, 1986

Please verify current land use designated with Planning Department.

Planning Area 15

15

15F

6-106

Legend for Land Use Element

<input type="checkbox"/> ER	estate residential (up to 3 d.u./ac.)	<input type="checkbox"/> I	industrial
<input type="checkbox"/> LR	low density residential (3.01 to 6 d.u./ac.)	<input type="checkbox"/> P	park
<input type="checkbox"/> MR	medium density residential (6.01 to 12 d.u./ac.)	<input type="checkbox"/> PQ	public & quasi-public
<input type="checkbox"/> HR	high density residential (12.01 to 25 d.u./ac.)	<input type="checkbox"/> G	greenbelt
<input type="checkbox"/> NC	neighborhood commercial	<input type="checkbox"/>	city limit
<input type="checkbox"/> GC	general commercial	<input type="checkbox"/>	county lands
<input type="checkbox"/> DC	downtown commercial	<input type="checkbox"/>	RUL line
<input type="checkbox"/> TC	tourist commercial	<input type="checkbox"/>	land use boundary
<input type="checkbox"/> O	office	<input type="checkbox"/>	planning area boundary
		<input type="checkbox"/> (1)	planning area identification



Revised as of **Feb. 01, 1986**

Please verify current land use

described in Plan. Dep. Int.

Planning Area 15

6-107



15G

Legend for Land Use Element

ER	estate residential (up to 3 d.m./ac.)	I	Industrial
LR	low density residential (3.01 to 6 d.m./ac.)	P	park
MR	medium density residential (6.01 to 12 d.m./ac.)	PQ	public & quasi-public
HR	high density residential (12.01 to 25 d.m./ac.)	G	greenbelt
NC	neighborhood commercial	city limit	land use boundary
GC	general commercial	county lands	planning area boundary
DC	downtown commercial	RUL line	planning area identification
TC	tourist commercial		
O	office		



E.I. 927, 500

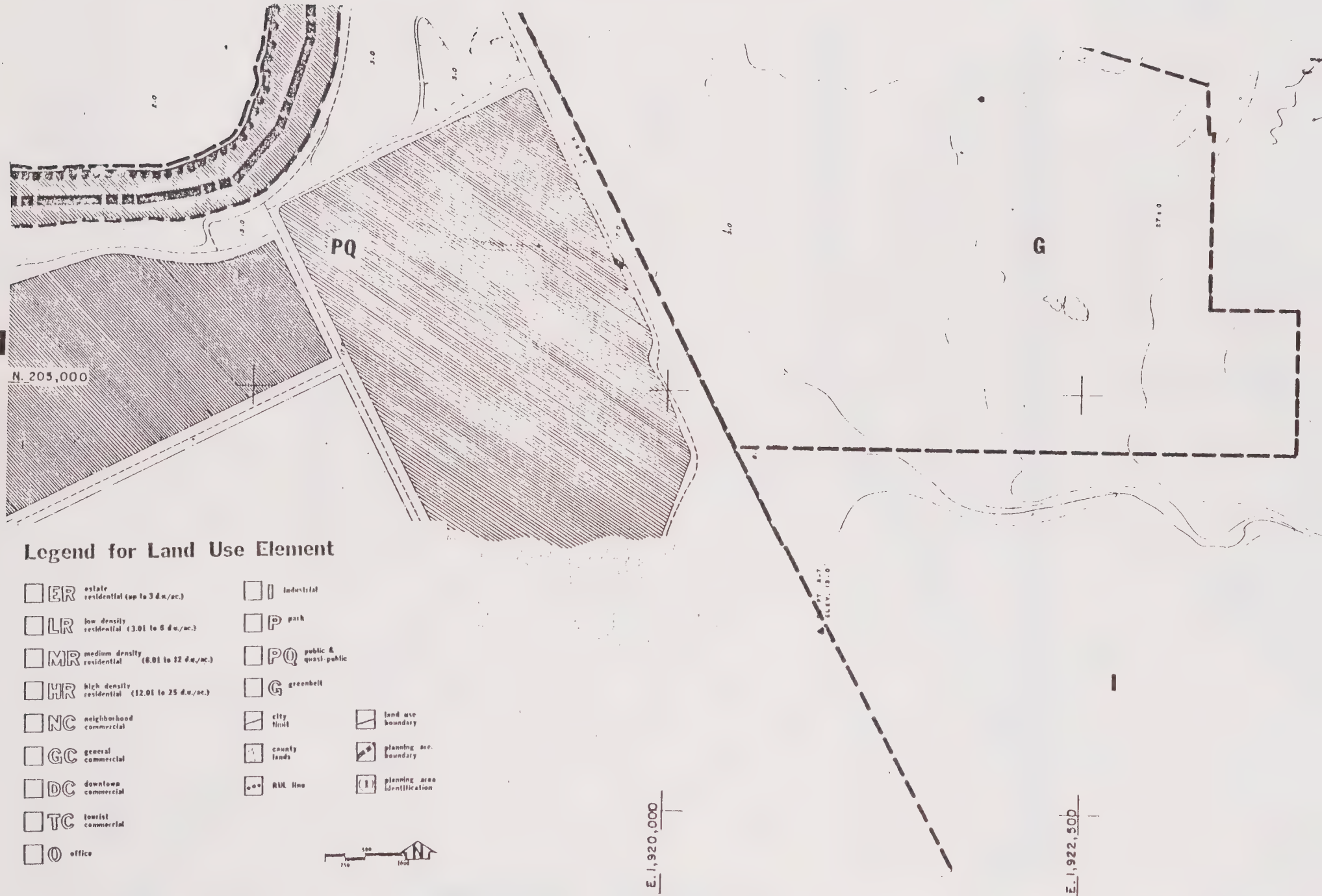
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Please verify current land use
designated with Planning Department.

Planning Area 15

15H

801-6



Legend for Land Use Element

- | | |
|--|---|
| <input type="checkbox"/> ER estate residential (up to 3 d.u./ac.) | <input type="checkbox"/> I industrial |
| <input type="checkbox"/> LR low density residential (3.01 to 6 d.u./ac.) | <input type="checkbox"/> P park |
| <input type="checkbox"/> MR medium density residential (6.01 to 12 d.u./ac.) | <input type="checkbox"/> PQ public & quasi-public |
| <input type="checkbox"/> HR high density residential (12.01 to 25 d.u./ac.) | <input type="checkbox"/> G greenbelt |
| <input type="checkbox"/> NC neighborhood commercial | <input type="checkbox"/> city limit |
| <input type="checkbox"/> GC general commercial | <input type="checkbox"/> county lands |
| <input type="checkbox"/> DC downtown commercial | <input type="checkbox"/> AUL line |
| <input type="checkbox"/> TC tourist commercial | <input type="checkbox"/> land use boundary |
| <input type="checkbox"/> O office | <input type="checkbox"/> planning area boundary |
| | <input type="checkbox"/> planning area identification |



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Please verify current land use
documented in Planning Department

Planning Area 16--River West

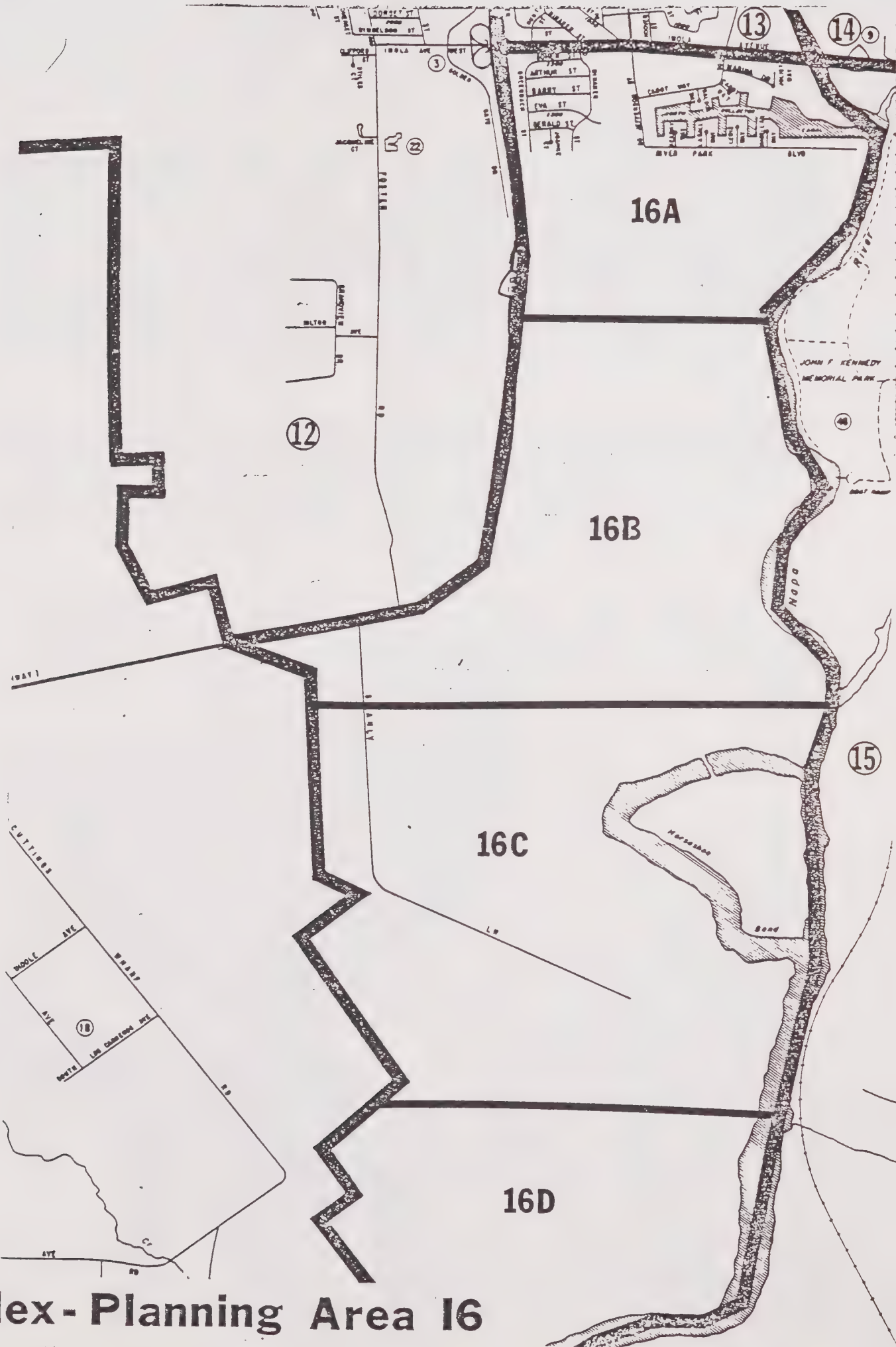
The River West Planning Area covers the largely undeveloped southernmost extent of Napa, including the Stanly Ranch. There are 598 residential units in the area. Its northern boundary is Imola Avenue; its southern is the Napa River to Bull Island. The western side is delineated by the Stanly Ranch western property line and the eastern side by the Napa River. The southern crossing (Highway 12/29) crosses through the planning area, serving as a main entryway to the Napa Valley. City limits and the RUL take in developed lands in the northern part of the Planning Area, and the undeveloped 1000+ acre Stanly Ranch. Northeast of Stanly Ranch is a large unincorporated area which is low lying, subject to flooding, and used for grazing. It is designated as greenbelt.

Urbanized lands south of Imola Avenue are mostly developed at low to medium density residential. The River Park shopping center fronts on Imola and south Jefferson Street. A 124 acre site immediately south of the residentially developed canals, is designated for low and medium density. An underutilized parcel (to the west of south Jefferson) is designated for high density residential use. The potential number of additional housing units in this planning area was estimated in 1986 to range from 346 to 701.

Urban development south of Imola Avenue is a logical extension of the developed urban area. Most urban services are adequate, although the area is outside the 1½ mile optimum fire service radius. On-site fire mitigation such as early warning systems and sprinklers should be required. Commercial facilities on Imola Avenue, schools and other public facilities are proximate to this area.

The Stanly Ranch lies south of the City core, straddling the Southern Crossing on the north and south. It is included within the RUL as an appropriate site for urban development. Since it is located outside the LAFCOM Sphere of Influence and the Napa Sanitation District boundary, these boundaries must be adjusted prior to development. The site is in agricultural use (grazing) and is surrounded by agricultural lands. Public service facilities (sewer service, transit, police, fire, etc.) do not extend to the site. Sewer lines would have to cross the Napa River to connect to the sewage treatment plant. Before development occurs, fire service would have to be upgraded by either construction of a new station or arrangements to share the Napa State Hospital facilities. Approximately half of the site is within the floodway and nearly all within the floodway fringe. In addition, much of the site is covered by marsh. The General Plan designates the site as a Study Area, for further evaluation prior to a commitment to any specific land use.

Traffic circulation in southern Napa is not as significant a concern as in other parts of the City. The principal circulation facility that would be affected by growth in the area is the Imola/Soscol intersection. As discussed under Planning Area 13, needed improvements could be constructed at a reasonable cost as long as adequate right-of-way is reserved. The need for Imola/Soscol improvements is anticipated for the late 1980's.



Index- Planning Area 16

Planning Area 16



Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	industrial
LR	low density residential (3.01 to 6 d.u./ac.)	P	park
MR	medium density residential (6.01 to 12 d.u./ac.)	PQ	public & quasi public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighborhood commercial	city limit	land use boundary
GC	general commercial	county lands	planning area boundary
DC	downtown commercial	RUL line	planning area identification
TC	tourist commercial		
O	office		

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 Please verify current land use
 designated with Planning Department.

16A



Planning Area 16

16B

6-112

Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	industrial
LR	low density residential (3.01 to 6 d.u./ac.)	P	park
MR	medium density residential (6.01 to 12 d.u./ac.)	PQ	public & quasi public
HR	high density residential (12.01 to 25 d.u./ac.)	G	greenbelt
NC	neighborhood commercial	city limit	land use boundary
GC	general commercial	county lands	planning area boundary
DC	downtown commercial	RUL line	(1) planning area identification
TC	tourist commercial		
O	office		



Revised as of Feb. 01, 1986

Please verify current land use

dated Planning Department

Planning Area 16

Legend for Land Use Element

ER	estate residential (up to 3 d.u./ac.)	I	Industrial
LR	low density residential (3.01 to 6 d.u./ac.)	P	Park
MR	medium density residential (6.01 to 12 d.u./ac.)	PQ	public & quasi public
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GC	general commercial	county lands	planning area boundary
DC	downtown commercial	RUL line	planning area identification
TC	tourist commercial		
O	office		

Study Area

N. 212,500 N. 212,500

Study Area

N. 210,000 N. 210,000

HORSESHOE

RIVER

160

(SOUTHERN CROSSING) - HIGHWAY 12 & 29

Revised as of Feb. 01, 1986

Please verify current land use

6-113

Planning Area 16

16D

6-114



Legend for Land Use Element

ER estate residential (up to 3 d.u./ac.)	I Industrial
LR low density residential (3.01 to 6 d.u./ac.)	P park
MR medium density residential (6.01 to 12 d.u./ac.)	PQ public & quasi public
HR high density residential (12.01 to 25 d.u./ac.)	G greenbelt
NC neighborhood commercial	city limit
GC general commercial	county lands
DC downtown commercial	land use boundary
TC tourist commercial	planning area
office	planning area identification
	RUE line

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Please verify current land use

design with planning department

POLICIES

A. Rural/Urban Limit (RUL)

1. This boundary defines the limits of urban development under the General Plan; it is in effect the planned future city limits.
2. The total population within the RUL, including the population of unincorporated islands, shall not exceed 75,000 people by the year 2000.
3. Within the RUL, there is sufficient land area to accommodate not only the projected population but also the industry, commerce and services required to serve this population.
4. The City shall continue to encourage annexation of County areas within the RUL.
5. The City shall continue to encourage the County to maintain a rural greenbelt beyond the RUL.

B. Residential Development

1. Project densities shall be set within the General Plan designated ranges (Estate: up to 3 units per acre, Low Density: 3 to 6 units per acre, Medium Density: 6 to 12 units per acre, and High Density: 12 to 25 units per acre) in accordance with the following standards:
 - a. Residential Rezonings: Residential densities generally shall be increased as shown on the General Plan Map to leave adequate urban land within the RUL for growth beyond 75,000 after the year 2000. If the rate of density increases, as determined through monitoring of rezonings and building permits issued, exceeds a rate that would result in a population of over 75,000 by the year 2000 (i.e., 512 units per year (1), averaged over five-year periods) rezonings shall be slowed or reduced to a rate consistent with plan policy. The construction of low and moderate income housing units shall not be affected by this standard. The growth rate of 512 units per year should be adjusted as necessary to respond to changes in household size as shown by subsequent census counts.
 - b. Adequacy of Urban Services: The project density and resultant population shall not exceed that which can be served by current or proposed (and funded) service levels, including circulation, water and sewer service, storm drainage system, schools, police and fire service, transit and other necessary services.
 - c. Traffic Constraints and Proposed Improvements: The proposed project shall not result in traffic impacts that exceed adopted service level standards. On-site mitigation measures and fees shall be required to reduce traffic impacts (See Circulation Element.)

- d. Environmental Constraints: All environmental constraints, including geologic, flood, and fire hazards, erosion potential, presence and value of wildlife habitats, and air and water quality limitations shall be identified, analyzed and mitigated consistent with General Plan policies. Mitigation may include reduction in project size and scale (only if there is no other feasible mitigation measure), resiting and redesign of development, and other appropriate on and off-site measures.)

When development within the density range prescribed by the Land Use Element is inconsistent with the policies of the Seismic Safety/Safety, Conservation or Open Space Elements, a reduction in project size, scale and density (to less than the minimum) may be authorized by the City Council with the finding that:

- (1) the site has specific physical constraints, which may include geologic, flood, fire or erosion hazards, that substantially limit design and development alternatives (e.g. a project located on steep, potentially unstable slopes that would require extensive grading); or
 - (2) the site has specific environmental resources, which may include riparian or marshland/wetland areas, that would be adversely affected by a project developed at the minimum densities prescribed by the General Plan (e.g. a site with extensive riparian habitat which limits the potential area available for development). (Amend. Res. 85-407, 11/25/85)
- e. Neighborhood Character: A residential project shall be compatible with, although not necessarily identical to, the character of the neighborhood in which it is located. The density, housing style, height, setbacks and overall design of the existing neighborhood shall be considered when evaluating the compatibility of residential projects. A reduction in minimum project density may be authorized by use permit in accord with the following schedule when the City Council finds that the reduction is the only feasible way to insure that the project is compatible with the existing residential neighborhood:

Density Reductions

Medium Density Residential-not less than 5 dwellings per acre.
High Density Residential-not less than 9 dwellings per acre.

Reduction in density pursuant to this policy shall not be available for a project located in an area which, where taken on a whole, is only partially developed, and classified by the Land Use Element for a higher, future urban density, when the findings required to increase the intensity of use on the property are established after public hearing pursuant to the Standards to Increase Intensity of Use (ref. 6-13 and 6-14). (Amend. Res. 85-407, 11/25/85)

- f. Affordability of Housing: Project densities may be increased through density bonuses (See Housing element) to facilitate the near and long-term provision of affordable housing. On-site design alternatives such as uncovered parking or reduced unit size may be permitted to reduce construction costs.

2. Project density shall be calculated according to the number of units per gross acre within the property boundaries shown on the recorded map, including lands set aside as natural areas (e.g., slopes in excess of 30% and areas below the top of the streambank.)
3. Additional residential units (i.e. those not limited by size except by setbacks and lot coverage) shall be allowed without subdivision where compatible with the neighborhood, where parking and service requirements can be met, and where consistent with General Plan density limits.
4. An additional rental unit shall be permitted.
(Amend. Res. 83-304, 12/6/83)
5. Mixed residential/commercial development shall be permitted in neighborhood commercial areas.
6. Residential units shall be permitted above commercial uses in downtown commercial areas where parking requirements can be met and where street capacities can accommodate the additional intensity.
7. Manufactured housing shall be allowed in all residential areas.
8. The Special Residential Policy, allowing 25 to 60 units per acre to facilitate affordable elderly or handicapped housing may be permitted in areas designated for High Density Residential use where the project site is proximate to transit, medical services and commercial facilities, and where consistent with other General Plan policies. Special Residential developments will be subject to a use permit in response to an application for a specific project.

9. Clustering of units may be required when developing in the following areas (see pages 6-3 to 6-5 for examples of clustering):
 - a. On slopes of 15% or greater, (See Seismic Safety/Safety and Conservation Elements);
 - b. On lands adjacent to streams and marshes, to conserve the stream and marsh habitat and buffer (See Conservation Element);
 - c. In other areas where desirable to protect general public scenic areas or view corridors, to protect wildlife habitats, or to protect against environmental hazards.
10. Clustering of units shall be encouraged throughout the City to provide landscaped areas and to reduce grading and construction costs.
11. A Specific Plan shall be required for development on large sites where mixed densities and mixed uses are appropriate.
12. The City shall encourage the re-use of closed school sites to residential uses, particularly as elderly, handicapped or affordable housing. Use of temporarily closed schools should first consider the school district's needs for school sites.
13. The City shall regulate house-movings and conversion of residential units to bed-and-breakfast establishments to prevent the loss of affordable rental housing. House-moving shall be encouraged in lieu of demolition as a means to retain affordable housing. Revise the Zoning Ordinance to remove the architectural review requirements for house-movings.

C. Commercial Development

1. The downtown commercial area, as designated on the General Plan map, shall be supported as Napa Valley's primary department store type merchandising center, and as the financial and administrative center.
2. The City and business interests shall continue the program of revitalization, beautification and renewal of the Redevelopment Project area. Redevelopment plans shall encourage pedestrian circulation and public use of the riverfront area. Tourist commercial uses may be permitted in the downtown to give support to riverfront tourist oriented uses.
3. Sites for neighborhood commercial centers shall be provided within walking and biking distance of residential neighborhoods to reduce crosstown traffic on crucial corridors.
4. Auto-related retail and service uses shall be located in general commercial and industrial areas, respectively, with combined access and parking to reduce traffic interruptions on crucial corridors.
5. New strip commercial development shall not be allowed along crucial corridors and other congested streets. Low traffic intensive commercial uses shall be allowed on crucial corridors with shared parking and access, and driveways off the side streets. (See Circulation Element).

6. Attractively designed tourist commercial use shall be encouraged along the river and Highway 29 where services and site conditions can accommodate it, and where access and visibility from thoroughfares is good.
7. Professional and business offices shall be permitted within the downtown area, in office park complexes, in medium and high density residential areas, on non-crucial corridors and in other commercial areas where adequate automobile and transit access is provided, and where the use will not be detrimental to residential areas.
8. Designated areas near the Queen of the Valley Hospital shall be reserved exclusively for medical/dental offices, medical laboratories and other medical type office uses. Medical/dental offices, medical laboratories and other medical type uses may be allowed in General Commercial areas that are not on crucial corridors. (Amend.Res. 83-223, 9/20/83)
9. Commercial development shall be designed and adverse impacts mitigated to protect the quality of surrounding residential areas, including control of lighting, odors, noise, vehicular traffic, and unloading. Fencing and barriers shall be required where necessary.
10. Two or three level parking garages shall be utilized, where economically feasible, in downtown commercial development to reduce the need for large, surface parking areas.
11. Bicycle parking shall be provided in commercial areas. Transit service shall be provided to serve these areas as well.
12. For Implementing Actions on clustering development, see Actions 8, 9 and 10, Seismic Safety/Safety Element.

D. Industrial Development

1. The City shall encourage and provide opportunities for all types of non-polluting industry to strengthen the local economy, to enhance the City's tax base, and to provide employment opportunities.
2. Industrial development shall be consistent with Napa's Conservation Element and other applicable policies and compatible with the surrounding neighborhood character. Noise, traffic and activities generated by industrial uses shall be mitigated to avoid disturbances to surrounding areas.
3. Industrial development shall provide adequate services, access, circulation and other necessary mitigation measures.
4. Industrial development shall provide employee areas in industrial parks and large industrial projects for eating, relaxation, and recreation.
5. Design review of industrial projects shall be required. Landscaped setbacks and parking areas, with adequate open space and parking spaces to accommodate employees' needs, shall be provided.

IMPLEMENTING ACTIONS

1. Chapter 30 of the Napa Municipal Code shall be revised to be consistent with General Plan land use types, densities, and policies.
2. Zoning ordinances shall be revised to include development standards and mitigation for environmental protection, service capabilities, neighborhood compatibility, and other criteria/impacts as stated in the Land Use Element policies.
3. The City shall work with the school district to facilitate re-use of closed school sites by expediting rezoning or permit review, by considering development standards consistent with public safety, service capabilities, and environmental protection standards, and by helping to seek financial assistance from potential sources.
4. Ordinances shall be revised to limit the conversion of residential units to bed-and-breakfast establishments so as to prevent the loss of affordable housing opportunities. Approval of such conversions shall be dependent upon the current housing vacancy factor and affordability of available housing. Ordinances shall be revised to encourage house-movings rather than demolition to retain affordable housing and historic structures, and to remove the architectural review requirements for house-movings. Incentives may include allowance of non-conforming uses or modified setback or lot coverage requirements.
5. A pedestrian circulation plan shall be developed and implemented as part of the Redevelopment Project, including walkways, sitting areas, viewpoints, etc. along the river (in accordance with Conservation Element policies). Development of riverfront properties shall be required to dedicate open space easements, and improve such areas for public use where economically feasible, in accordance with the pedestrian circulation plan.
6. The City shall prezone County lands shown as greenbelt.
7. Add a provision to the City's Municipal Code, (Chapter 30) to require consistency between zoning and the General Plan. As a Charter City, Napa is not subject to state law which applies this consistency requirement to General Law Cities.

Circulation Element

INTRODUCTION

The Circulation Element of a General Plan is intended to meet the needs for movement of people, goods and services within and through the area influenced by the General Plan. These needs are shaped by a community's resident population and its business, recreational and social activities and the spatial distribution of all of these (a reflection of the General Plan's Land Use Element). These needs also reflect the desire or requirement for movements between areas inside the General Plan's jurisdiction (the planning area) and areas outside it for movement completely through the planning area. The Circulation Element includes a statement of the community's circulation goals. It further includes a statement of circulation policies which defines the goals more specifically, and clarifies how the goals are to be achieved. Finally, the Circulation Element includes definition of specific facilities, services and standards which, when implemented, will achieve the community's circulation goals.

The previous Circulation Element of the Napa General Plan was adopted by the City Council on August 26, 1975. It was intended to meet the ultimate circulation needs of the General Plan's population projection of 75,000 by the year 2000, a corresponding level of economic, social and recreational activity within the community, and a spatial distribution of the population and human activity reflected in the Land Use Element of the 1975 General Plan.

That definition of target population, related activity and Land Use Element to be served by the Circulation Element remains valid today. However, the intervening years have made evident the need for some modifications to the adopted Circulation Element:

- . The 1975 Circulation Element included a major east-west expressway, the Crosstown Expressway and two collector street crossings of the Napa River (Oak and Ash Streets). These facilities involve extremely high construction costs and potential for significant environmental impacts. There is substantial question as to whether they are needed to meet circulation goals and there appears to be little or no community support for them or intention of building them.
- . Traffic growth is producing congestion at certain major intersections in Napa. Additional growth permitted under the General Plan seems certain to increase existing congestion and produce it at still other locations. The adopted Circulation Element contained no comprehensive plan for responding to congestion at such points.
- . The 1975 Circulation Element contained no bikeway component although encouraging bicycle use was a stated goal.
- . Traffic on portions of two major streets, which are vital elements of the City-wide circulation system (Trancas and Jefferson Street), is clearly approaching carrying capacity. There is a question as to how much more traffic generating development these streets could serve effectively and what constraints on access might be necessary.

For these reasons the Napa City Council commissioned a technical study of transportation in Napa. That study, Napa Circulation Study Final Technical Report (DKS Associates, November, 1981) and the reviews of it by the Napa City Council, Napa General Plan Steering Committee, Napa Planning Commission and City staff led to the preparation of this updated Circulation Element of the Napa General Plan.

CIRCULATION ELEMENT GOALS

Goals of the Circulation Element as stated herein remain unchanged from the 1975 General Plan:

1. Provide for the movement of people, goods and services within the planning area by the provision of complete and adequate systems of roads, walkways, and bicycle paths.
2. Encourage the use of bus transit and bicycles for trips to work, shopping areas, and other destinations in the city.
3. Provide for the efficient movement of regional traffic through the planning area in such manner as to minimize disruption and adverse impacts by said traffic on the community and particularly on residential areas.
4. Provide for convenient automobile and bicycle parking areas properly located and constructed to serve shopping, employment, and assembly areas with minimum disruption to the environment.
5. When constructing roads, bike paths and walkways, consider distant vistas and scenic focal points, and preserve to the greatest extent possible the surrounding environment.

CIRCULATION SYSTEM DESIGNATION

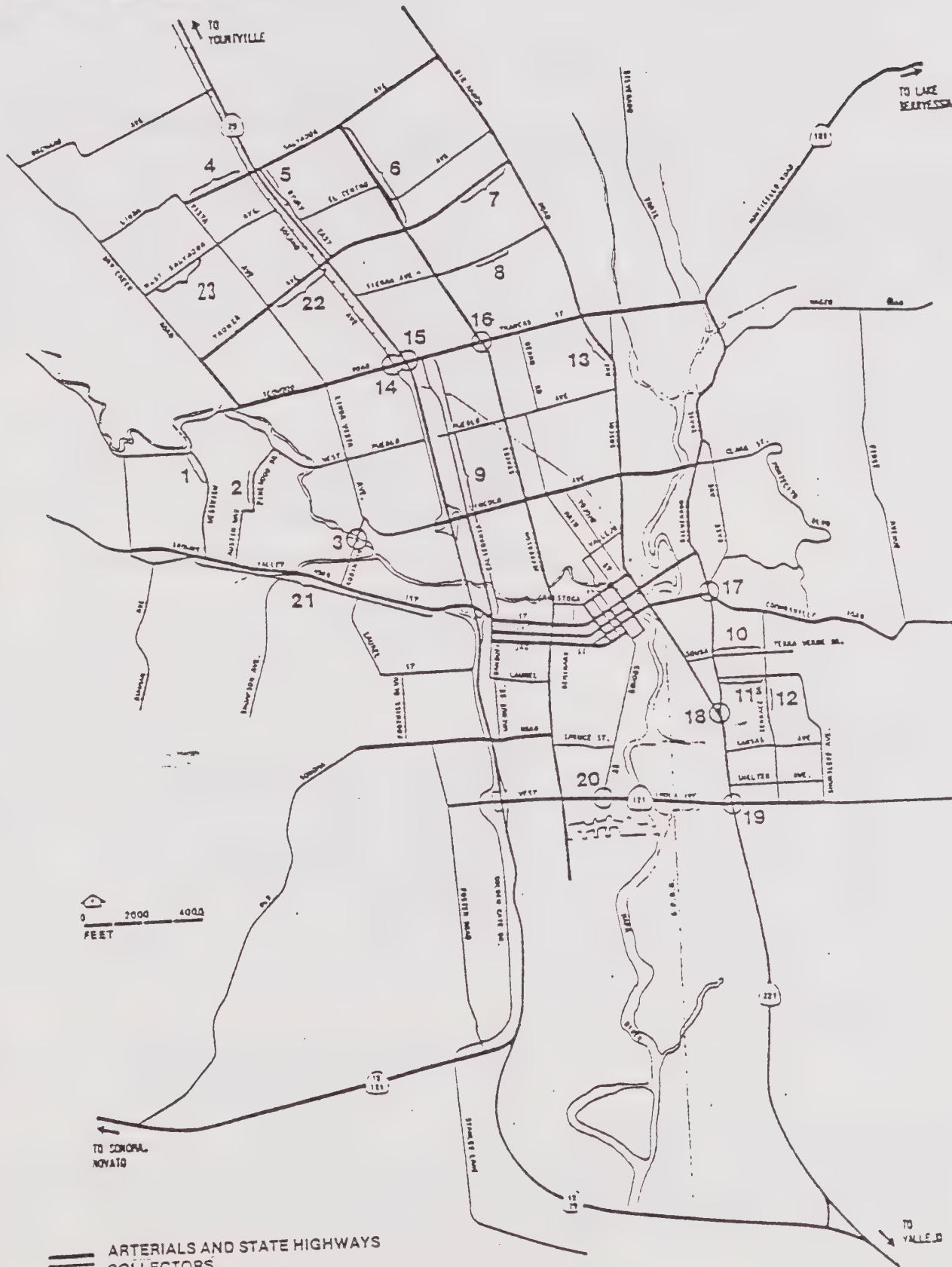
Roadways on the designated circulation system are comprised of arterial, collector and local access streets plus State of California controlled freeways and surface highways (generally the equivalent of an arterial street). The following are functional definitions of the classes of streets under City jurisdiction.

Arterial: The primary function of an arterial street is to provide for traffic movement between and across major areas of a city, or through the entire city and connection to the freeway-expressway system. Provision of direct access to abutting land is a subordinate function. Since the primary function of this type of street is the movement of vehicles rather than access to abutting land or temporary storage of vehicles, arterial streets are subject to regulation and control of parking, turning movements, entrances, exits, and curb use where conditions warrant.

Collector: Collector streets link small areas or neighborhoods to the arterial street system and supplement the arterial system's primary function. They also carry much of the through traffic within residential, industrial, and commercial areas and serve to connect adjacent neighborhoods. An important part of their function is provision of access to abutting property.

Local Access Street: Local access streets are intended to provide direct access to residential, commercial, industrial and other abutting land. These streets serve local traffic movements and are not intended to handle through traffic. Normal local access streets generally carry less than 300 vehicles per day. Some local access streets, because of their length or size and character of the area they serve, or because they link to other local access streets, carry somewhat higher though still moderate traffic volumes. Moderate volume local access streets usually carry less than 1,500 vehicles per day.

Napa streets designated as arterials and collectors are displayed in the Designated Circulation System Map which follows. The map also shows state freeways and highways and the relationship of Napa to nearby communities. All Napa streets (excluding state roadways) not designated as arterials or collectors on the map are designated as local access streets.



 ARTERIALS AND STATE HIGHWAYS
 COLLECTORS

Map Source: DKS



Circulation System Map City of Napa, California

Table 7-1

Summary of Improvements

Street Construction

<u>Map Code</u>	<u>Street</u>
1.	Westview Drive
2.	Pinewood Drive
3.	Linda Vista Avenue
4.	Salvador Avenue
5.	Byway East
6.	Jefferson Street
7.	Trower Avenue
8.	Garfield-Sierra
9.	California Boulevard
10.	Terra Verde
11.	Unnamed
12.	Terrace Drive
13.	Soscol-Big Ranch
23.	West Salvador

Intersection Improvements

14.	Solano Avenue-Redwood Road
15.	State Route 29-Trancas-Redwood
16.	Jefferson-Trancas
17.	Coombsville-Third-Silverado Trail
18.	Soscol-Silverado Trail
19.	Soscol-Imola
20.	Imola-Coombs

Street Widening

21.	Browns Valley Road west of SR 29
22.	Trower Avenue west of SR 29

CIRCULATION ELEMENT POLICIES

The Circulation Element Policies outlined below were derived through discussion and participation in the Napa Circulation Study Final Technical Report by the City Council, the General Plan Steering Committee, the Planning Commission and City staff. They also reflect the Recommendations for Master Street Improvement Program, 1981-2000, City of Napa Public Works Department. They are statements which refine the Circulation Element goals, clarify how the goals are to be achieved or trigger implementation actions to achieve goals of the Circulation Element or other General Plan elements.

The timing of the following recommended actions is critical to meeting City circulation needs and maintaining an acceptable level of service. Priorities for funding and scheduling are indicated based upon current traffic conditions and areas anticipated to receive the greatest growth under General Plan designated densities.

A. Designated Circulation System Continuity

It is Napa's policy to provide a continuous citywide network of arterial streets and a continuous sub-area network of collector streets. This system of designated circulation streets will allow traffic to choose logical and reasonably direct paths to destinations, prevent undue concentrations of traffic on a few streets, prevent incursions of unwanted through traffic onto streets intended purely for local residential access, provide efficient community-wide accessibility for transit, emergency and other service vehicles and allow for the development of reasonably-sized market areas for neighborhood commercial centers. As a general guideline, collectors are spaced at quarter-mile intervals; arterials at half-mile to mile intervals. Perimeter linkage which is vital to support the city-wide circulation function and in relieving burdens on stressed "interior" facilities will be constructed though they may approach or cross the City's RUL Line. Such facilities are intended and needed to support the infill development which is the objective of the RUL Line policy; they are not intended to induce growth beyond the RUL and will not do so as long as City policy remains committed to the RUL.

Implementing Actions

1. Circulation System Continuity

In order to provide necessary circulation system continuity (see Policy A), the following new or extended streets are proposed for construction and included in the Designated Circulation System Map. Location of these improvements is indicated by code number in the Planned Circulation System Improvements Map.

<u>Street</u> ¹	<u>Limits</u>	<u>Classification</u>	<u>Map Code</u>
Westview Drive	Scenic to Redwood Road	Collector	1
Pinewood Drive	Carmel Drive to Brookwood Drive	Collector	2
Linda Vista Avenue	Kingston Avenue to Lone Oak Avenue	Collector	3
Salvador Avenue	SR 29 to Linda Vista Avenue	Arterial	4
Byway East	Monarch Drive to Salvador Avenue	Collector	5
Jefferson Street	Trower Avenue to Salvador Avenue	Arterial (Two-lane arterial)	6
Trower Avenue	East Terminus to Big Ranch Road	Arterial	7
Garfield-Sierra	Connect Streets	Collector	8
California Blvd.	First Street to Trancas Street	Collector	9
Terra Verde	Terrace Drive to Silverado Trail	Collector	10
Unnamed Street	Terrace Drive to Silverado Trail	Collector	11
Terrace Drive	Complete Missing Segment	Collector	12
Soscol-Big Ranch	Complete Connector	Arterial	13

B. Level of Service

It is Napa's policy to maintain the level-of-traffic-service as is generally prevalent in Napa today. Thus, a volume/capacity ratio of .75 (mid-level-of-service "C" range)² is adopted as a design standard for planning the future street system and for evaluating specific development proposals. Improvement projects defined subsequently in this Circulation Element will be initiated as funding is available before volume/capacity ratios deteriorate to levels at or above .85 (mid-level-of-service "D" range). Implementation of Circulation Element policies limiting development intensities and requiring on-site mitigation will also help reduce traffic.

Reasonable improvements may not be able to achieve desired level-of-service goals on a few arterial streets and intersections, however. The following projected volume-capacity ratios and service levels at "full development" of this General Plan may be accepted at the following intersections:

Trancas-Redwood-SR 29	C-D
Imola-Soscol	D
Trancas-Jefferson	D-E
Soscol-Lincoln	D
Soscol-Third	D

¹ See Priorities, Section E.

² "Volume-capacity ratios" and "level-of-service" are an objective classification system for analyzing and rating the degree of (or absence of) delay a motorist experiences in traveling along a street or through an intersection. The concept is more fully described in Appendix A of this Circulation Element.

Improvements beyond those planned at these intersections would raise the traffic service levels. For instance, at Trancas and Jefferson, major right-of-way acquisitions estimated to cost \$2 million would bring service up to level C or low D. Recommended improvements at Trancas-Redwood-SR 29 would necessitate additional modifications at Redwood-Solano, costing at least \$5 million. High improvement costs at Soscol and Lincoln would be needed to accommodate increased development in northern and central Napa. Land use changes on the subject property may facilitate right-of-way acquisition, however (See Appendix A).

Implementing Actions:

1. Level-of-Service

a. In order to preserve and improve level-of-service and safety of major streets, the following intersections will be improved through channelization, approach widenings, special turn provisions and similar measures. These are also shown by code number on the Circulation System Map.

<u>Intersection</u> ¹	<u>Map Code</u>
Solano Avenue-Redwood Road	14
State Route 29-Trancas-Redwood	15
Jefferson-Trancas	16
Coombsville-Third-Silverado Trail	17
Soscol-Silverado Trail	18
Soscol-Imola	19
Imola-Coombs	20

b. The following roadways will be widened to preserve or improve level of service and safety.

<u>Street</u>	<u>Map Code</u>
Browns Valley Road/First West of SR 29	21
Trower Avenue West of SR 29	22

It is possible that intersections other than those listed may require improvement in the future to preserve or improve level of service and safety.

The following intersections may require signalization to preserve or improve level-of-service and safety. The list below does not guarantee that these intersections must be signalized nor excluded the possibility of signalization at other intersections.

¹ See Priorities, Section E

Probable Signalization

California with Trancas
California with Lincoln
California with First
Solano with Redwood
Trower with Jefferson
Trower with Big Ranch Road

West Salvador with SR 29
Sierra with SR 29
Clay and/or Polk and/or Calistoga
with Jefferson
Soscol with Pearl
Soscol with Pueblo

Possible Signalization

Two or three other Downtown
Intersections
South Coombs with Imola
Browns Valley with Robinson
Trancas with Silverado
Monticello with Hagen
Monticello-Trancas-Silverado

Linda Vista with Redwood
Old Sonoma with Jefferson
Redwood with Dry Creek
Lincoln with Solano
West Imola with Freeway Dr.
Third with Franklin

C. Arterial and Collector Frontage Access and Land Uses

The primary role of an arterial street is to carry traffic. When a major street becomes congested, neighborhood streets are used as bypass routes, and there is pressure on the City to provide costly new streets to ease the congestion. The carrying capacity of all arterials should be protected by reducing the number of access points, concentrating commercial and office zoning in areas which can be served by a few access points, limiting commercial with individual access to small parcels, encouraging residential development which backs onto the major street and providing adequate on-site parking.

For example, the Plan limits land uses along the crucial corridor sections of Jefferson Street and Soscol Avenue (see D following) to low traffic intensive uses with combined parking and accessways to minimize traffic interruptions. Existing uses will be allowed to continue but no additional commercial zoning will be created which would result in individual access to small parcels. Specific Development will be reviewed based on the estimated number of trips per hour/day (using the Trip Generation manual by the Institute of Transportation Engineers, ITE).

Proper site planning can also reduce traffic congestion by providing smooth entrance and egress to development fronting on crucial corridors. Parking areas should be designed to preclude cars lining up in the adjoining street's travel lanes. Smooth egress should be provided by merging lanes or other means.

Conditions which lead to a high accident rate on a major street are the same conflicts which limit traffic flow. Solutions proposed above also reduce accident potential on major streets.

High traffic generating land uses should be located with direct access or immediate secondary access to arterial streets so that traffic from these uses does not travel on neighborhood streets. Access from these uses should be carefully planned to reduce conflicting traffic movement and accident potential.

Residential uses located adjacent to arterial and collector streets should use back-on treatment or a frontage road along the main street. In the case of apartments with extensive street frontage along an arterial, one or two driveways at carefully selected points might be acceptable.

Some uses, such as churches, lodges, and similar uses, generally occupy large sites and generate traffic at non-peak hours. These uses are ideal for frontage on major streets. Details of access and parking provisions in their site plans still warrant careful review.

Collector and local access streets normally have the capacity to carry far more traffic than most people feel is tolerable for a residential street. When traffic volumes reach a certain level, people become concerned about adverse traffic impacts on the residential environment--items such as noise, privacy, speeding, litter, safety of children and the like. It is Napa's policy that when a residential collector or neighborhood street exceeds or can be expected to exceed 1,500 ADT, new residential development along those streets should be designed to minimize the number of units directly fronting the street. Emphasis on side lot treatment and cluster developments are suggested techniques.

Development of areas east and southwest of the city would have the least severe traffic consequences. Residential densities are increased in these areas close to public services, downtown and employment centers. Where densities are increased in other parts of the City (the northern and central-western areas), specific mitigation measures, such as minimal access points onto crucial corridors, street improvements, limited intensities, and neighborhood shopping centers are called for in the plan. Priority should be given to street improvements in these areas, particularly along Trancas, Jefferson, and Soscol to serve northern and eastern Napa.

D. Crucial Corridors

Trancas Street, Jefferson Street, Imola Avenue and Soscol Avenue fill a particularly vital role in community-wide circulation and in providing accessibility to key community facilities. These functions of service to the community as a whole have considerably greater importance than the normal street function of service to fronting properties. Each has a finite capacity beyond which improvements to further increase capacity cannot be made without major widenings involving high cost and large scale right-of-way acquisition with dislocations of existing uses. Current traffic is approaching the capacity limit in three of these corridors. In the fourth, Soscol, capacity will be approached as Napa approaches full development. The City adopts the following specific policies so that the remaining capacity in these corridors will be utilized to serve vital community-wide functions rather than be preempted to serve fronting properties.

The following policies are an application of the arterial access and land use policies in C above to specific portions of Trancas Street, Jefferson Street, Imola Avenue and Soscol Avenue which are crucial to the satisfactory function of the community-wide circulation system. They are a more specific definition of policies originally adopted for these four streets in the 1975 circulation element.

Implementing Actions

1. Imola Avenue Between Soscol Avenue and South Coombs Street

In this segment the concern is development actions which might cause significant congestion which would result in the need to widen the existing Maxwell Bridge over the Napa River. The following policies are intended to minimize congestion and preclude the need for bridge replacement.

- a. Access to Imola Avenue from front parcels shall be prohibited whenever an alternative exists..
- b. Property to the north of Imola and east of the Napa River shall have an integrated specific plan prior to further development and shall access from Soscol Avenue only.
- c. Access from side streets shall be required when possible.
- d. Any property which must use direct access to Imola Avenue shall be limited to extremely low traffic uses, as defined in the ITE Trip Generating manual.
- e. As development occurs or uses change at Imola and Soscol, adequate right-of-way areas should be reserved for street improvements designed to facilitate use of Soscol as a major north-south corridor.

(Amend. Res. 85-91, 3/19/85)

2. Trancas Street East of Jefferson Street to Big Ranch Road

- a. Fronting properties shall be restricted to low traffic uses in order to preserve capacity in this area. Capacity shall be reserved for access to the Queen of the Valley Hospital, medical/dental offices, medical laboratories and other medical type office uses.
- b. Any improvements in the Queen of the Valley Hospital shall be accompanied by careful traffic planning to minimize the impacts of the high traffic hospital use on Trancas Street. A Specific Plan for the hospital's development over the next 20 years is needed to define its traffic needs.
- c. Medical/dental offices, medical laboratories and other medical type office uses shall be planned as an integrated planned development to reduce traffic interruptions on Trancas Street. Site plans shall include mitigation measures as stated below.
- d. When traffic intensive medical/dental offices and other medical type office uses are proposed the following standards shall apply:
 1. Driveway locations shall be carefully planned, including relocation of driveway access points on existing sites if necessary.
 2. Drive-up windows shall be prohibited.

(Amend. Res. 83-223, 9/20/83)

3. Provide adequate parking (including more than minimum requirements if necessary) so that there will be no parking impacts off site.
4. Require combination of parking lots and access points with joint access and parking agreements where possible.
5. Reduce number of access points.
6. Require site plans to facilitate entrance and egress to avoid cars lining up in street.

e. When non-medical/dental traffic intensive uses are proposed the following standard shall apply in addition to the standards indicated in 2(d):

1. Traffic generation characteristics of traffic-intensive uses (refer to policy for definition) shall be considered as grounds for limiting density of proposed development. Net traffic generation of a reasonably comparable, permissibly sized non-traffic intense use on the same site shall be a basis for assessing reasonable densities for proposed traffic intense uses. (Amend. Res. 83-223, 9/20/83)

3. Jefferson Street Between Trancas Street and Lincoln Avenue, Trancas Street Between Jefferson Street and SR 29 and Soscol Avenue Between Imola Avenue and First Street

- a. These corridors are presently committed to high traffic uses. Additional high traffic uses will desire to locate in these corridors; however, the City should discourage these uses where possible and to limit the impacts of those which do locate with strict site development standards.
- b. Zoning standards should be revised to encourage low traffic uses.
- c. When traffic intensive uses are proposed the following standards shall apply:
 - 1) Traffic generation characteristics of traffic intense uses shall be considered as grounds for limiting density of proposed development. Net traffic generation of a reasonably comparable, permissibly-sized non-traffic-intensive use on the same site shall be a basis for assessing reasonable densities for proposed traffic intense uses.¹
 - 2) Driveway locations should be carefully planned, including relocation of driveway access points on existing sites if necessary.
 - 3) Drive-up windows should be generally prohibited. If they are allowed, all impacts from the drive-up windows shall be restricted to the site, and no separate entrances or exits to the street should be allowed for the drive-up windows.

¹ For example, a particular site might accommodate a 20,000 square foot office building under existing site coverage and height limitations, building setback and parking requirements. General office buildings have a traffic generation rate of 12.3 trips per day per 1,000 square feet of floor area. A 20,000 square foot building might generate 250 trips per day. But a medical office building may be proposed for the site. Medical office buildings generate 75 trips per day per 1,000 square feet of floor area. So a medical office building might be limited to 3,500 square feet to achieve the same net traffic generation as a permissible 20,000 square foot office development on the same site.

- 4) Provide adequate parking (including more than minimum requirements if necessary) so that there will be no parking impacts off site.
- 5) Encourage combination of parking lots and access points with joint access and parking agreements.
- 6) Reduce the number of access points.

4. Jefferson Street Between Lincoln Avenue and Laurel Street

- a. Limit uses to non-traffic intensive uses. Require the combination of smaller parcels into larger sites and the use of side streets for access where possible.

5. Jefferson Street South of Laurel Street to Imola Intersection and Soscol Avenue North of Lincoln Avenue

- a. These areas would be limited to residential uses with back-on treatment where possible. Where back-on treatment is not possible, access points shall be carefully located to reduce conflicts with arterial street corridors.

6. Soscol Avenue Between First Street and Lincoln Avenue

- a. Existing land uses are primarily business park (light industry, offices, large item retail sales) uses on large sites. Continuation of these uses will not impair carrying capacity of the street. New tourist or general commercial areas should include traffic mitigation measures.
- b. Traffic intensive uses shall be discouraged in this area unless they are integrated into larger sites. Uses such as fast food restaurants, banks, and savings and loan offices should be allowed only as accessory uses to large-site developments.

Many of the policy recommendations above refer to "traffic-intensive" uses. A traffic intensive use is one which attracts or generates a relatively high level of traffic activity. The non-exhaustive list below provides a characterization of typical "traffic-intensive" and "non-traffic-intensive" uses for purposes of illustration. The ITE Trip Generation manual shall be the City's primary reference source for determining whether a particular proposed use is traffic intensive or not.

Traffic-Intensive Uses

Banks especially with Drive-up feature
 Beauty Salon
 Chain Hardware
 Discount Department
 Drug Store
 Fast Food Restaurants
 Gas Stations
 High Turnover Variety/Convenience Markets
 Laundry-Dry Cleaners
 Liquor Store
 Medical/Dental Office
 Savings and Loan
 Supermarket

Non-Traffic-Intensive Uses

Commercial Recreation
Executive Office (Realtor, Insurance, etc.)
Low Volume Specialty Shop
Sit Down Restaurant
Theater
Warehouse-Light Industrial
Motel/Hotel

E. Priorities

It is Napa's policy to plan street improvements to accommodate anticipated growth. The General Plan increases residential densities throughout the City; priority should be given for street improvements which will serve areas most likely to be affected by increased densities. Due to existing conditions and additional traffic associated with density increases in northern and eastern Napa, the plan considers the following recommended street improvements first priority in funding and scheduling. Detailed recommendations are contained in the Napa Circulation Study Final Technical Report (DKS).

Trancas-Jefferson intersection
Trancas-Redwood-SR 29 intersection
California Boulevard
Soscol-Big Ranch realignment
Trower Avenue and Sierra-Garfield extensions

Other policies in the Master Street Improvement Program include:

1. Special recognition of crucial corridors and application of planning and land use policies to preserve carrying capacity of these arterials:

Trancas Street between Highway 29 and Soscol Avenue
Jefferson Street between Trancas Street and Imola Avenue
Imola Avenue between Soscol Avenue and Highway 29
Soscol Avenue between Imola Avenue and Trancas Street

2. Establish plan lines for future elements of the circulation system:

Two collector streets, Terra Verde and unnamed street, extended from Terrace Drive to Silverado Trail
California Boulevard realignment at Trancas Street
"Jug-handle" modification at the northwest corner of Redwood/Solano
Soscol Avenue and Imola Avenue intersection

3. Flag key intersections for possible opportunistic capacity improvements if property uses change:

Soscol Avenue and Lincoln Avenue
Jefferson Street and Lincoln Avenue
Jefferson Street and Pueblo Avenue
Imola Avenue and Soscol Avenue
Soscol Avenue and Third Street
Soscol Avenue and Silverado Trail

F. Neighborhood Commercial

It is Napa's policy to encourage development of neighborhood commercial centers which have the potential to draw traffic away from congested commercial corridors and reduce overall traffic in the City. Related land use policies to help achieve the above traffic reduction intent, protect surrounding land uses and encourage businesses to locate within the neighborhood centers are as follows. Neighborhood centers will include retail commercial uses, limited personal service uses and limited office uses, and generally be of a size to serve surrounding neighborhoods only. Centers must be planned as a unit with integrated parking areas and centralized access. Individual business uses should not be allowed to develop on adjoining parcels around a neighborhood commercial center.

The General Plan text recommends that Neighborhood Commercial sites be included in certain Planning Areas. Specific sites are not designated on the plan map. Neighborhood commercial centers are to be allowed in medium and high density residential areas by use permit. Site selection and site plan review must be performed carefully to avoid potential adverse impacts on surrounding neighborhoods. The construction of new neighborhood commercial centers shall correspond to traffic improvements to serve the center and shopping needs. Projected demand will support two to three additional supermarkets and one to two additional drug stores by 1990.¹

Strip commercial zoning should be eliminated where possible in Napa and new or expanded strip commercial zones shall not be created. (Strip commercial development shall be defined as continuous commercial frontage with individual accessways) This will induce new businesses to locate in neighborhood commercial centers. Development of continuity linkages in the designated circulation system to facilitate establishment of reasonably-sized market areas for neighborhood commercial centers is a related policy of this Circulation Element.

G. Bikeways

The Napa Bicycle Facilities Plan was developed by a committee of officials from the City's Planning, Police and Public Works departments and adopted by the City Council in August 1977.

The Plan is patterned on bikeways system design criteria which were prevalent in the early 1970's. These criteria led to a plan for an extensive community-wide network of bike routes, bike lanes and separate bike paths. Many of the facilities on the plan have not been built because it called for bikeways on streets where it simply is not feasible to devote enough existing street space to provide an adequate bike lane or to widen the streets to obtain sufficient space.

Since Napa's plan was developed, bikeway design criteria have taken more cognizance of differences in the level of skills, aggressiveness and riding sophistication of bicyclists and the implications of these skill levels of the

¹ Analysis of Selected Retailing Categories, City of Napa; SRI International, February, 1982.

types of facilities bicyclists may require or appreciate. Designers have come to recognize that those bicyclists who ride long distances through and across the community tend to be fairly skilled and sophisticated riders. These cyclists do not need or even appreciate a network of special facilities. For them the city street system generally suffices. What they do need and appreciate is some special treatment at particular points to enable them to get across barriers and through difficult traffic situations. They also appreciate some continuous facilities of special scenic or recreation interest. Less sophisticated, less aggressive and less skilled riders do appreciate and need special bicycle facilities. But their sphere of riding activity tends to be much more localized than that of sophisticated cyclists.

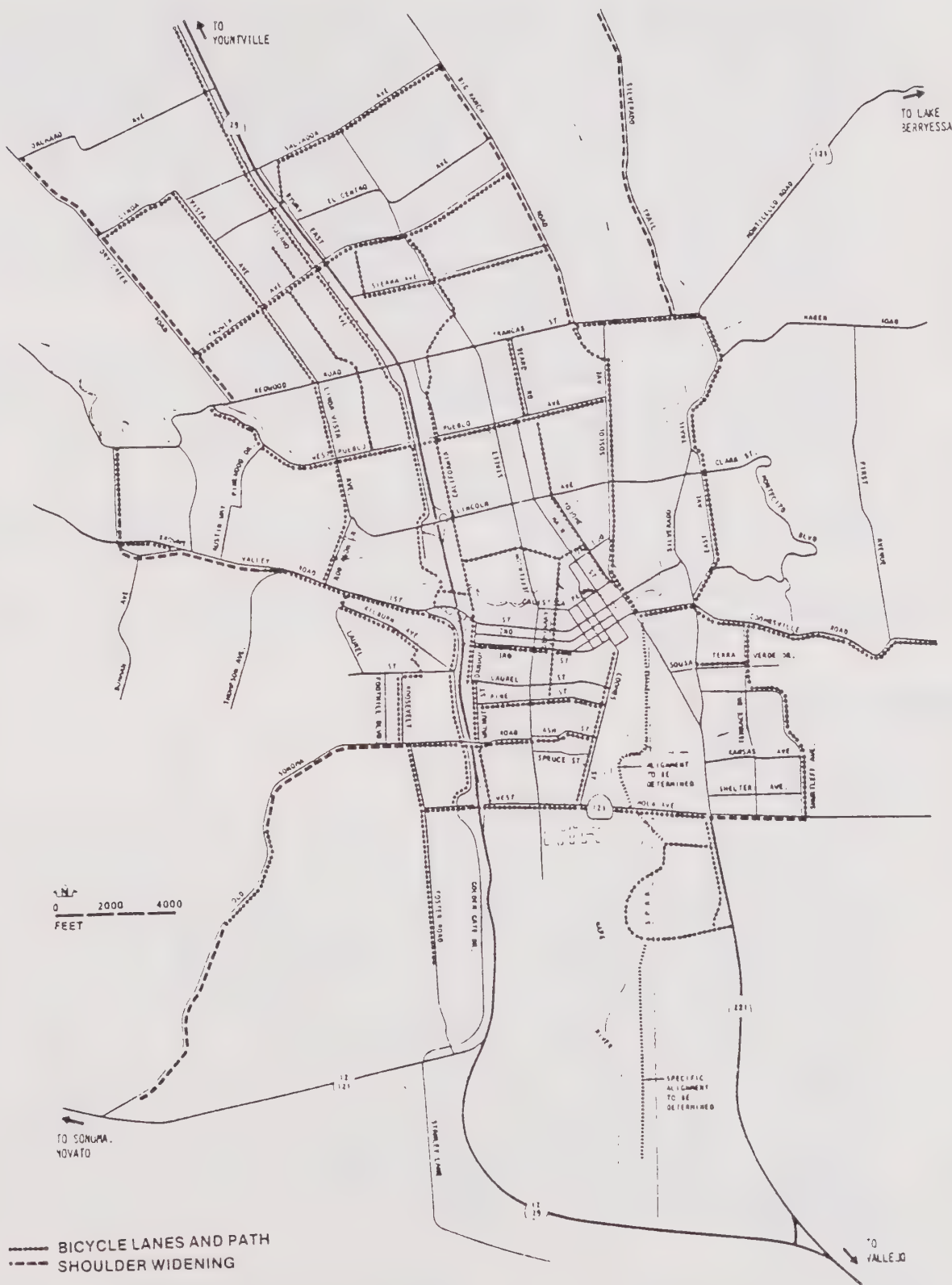
The Napa bikeway plan has been re-examined in light of the above considerations. The resulting plan proposal is shown on the accompanying map.

Primary considerations in the revised plan include:

- Focusing the bikeway system to provide specific access to logical bicyclist destinations, particularly destinations of younger, less sophisticated cyclists who benefit most from bikeways (rather than provide a complete, community-wide bikeway grid similar to an arterial-collector grid). Some previously proposed bikeways on heavily traveled streets which would probably be used only by sophisticated cyclists and/or the physical feasibility of which was questionable have been dropped from the plan.
- Consistent with the preceding point, provide good bikeway accessibility to downtown without attempting to penetrate downtown streets where traffic, parking, pedestrian activity and street space considerations are inconsistent with good bikeway designs.
- Development of crossings of key barriers to bicycle travel (like the SR 29 freeway).
- Development of a few key routes of lengthy continuity to provide a community-wide circulation facility for those who desire to make longer trips and appreciate the availability of bikeways.
- A policy of developing an attractive bikeway linkage to the Airport North Industrial Area to provide safe and convenient bicycle accessibility between this employment growth site and the residential areas of Napa. Such linkage could possibly double as an attractive recreational trail on weekends.

Key new proposals include:

- A Pueblo Avenue Bikelane with a grade separated bicycle-pedestrian crossing of the SR 29 freeway.
- Construction of a bikeway within the California Boulevard roadway project as a replacement to the questionable Jefferson Street routing in the earlier plan. North of Trancas, the California route could have an informal linkage to Jefferson and the northern



Map Source: DKS



Ironside & Associates
Planning Consultants

Bicycle Circulation Map City of Napa, California

residential areas of the City via the Bel Air shopping center and El Capitan Way. South of First the California route would continue along Ornduff, Laurel, Walnut, Oran and thence to Imola via either a separate path along the freeway right-of-way or by connecting to Minahen Street. The bikeway route should provide easy access to and from the downtown area, preferably along First and Second Streets.

- . Connect the First Street-Browns Valley Road bikeway to the California Boulevard bikeway and a continuing east-west bikeway serving downtown along Clay Street utilizing the Napa Creek drainage structure to pass beneath the SR 29 freeway.
- . Emphasize use of the signalized crossing of SR 29 at Trower for crossing of the highway in northern Napa by developing bikeways along Trower and focusing other bikeways linking it to the neighborhoods and key school sites. Make similar use of Salvador when extended westerly to Linda Vista.
- . Explore riverfront and SP Railroad alignment alternatives for bikeway linking Central Napa with the Airport North Industrial Area.
- . Develop a bikeway infrastructure serving the Terrace Drive area as that area's collector street network is developed.

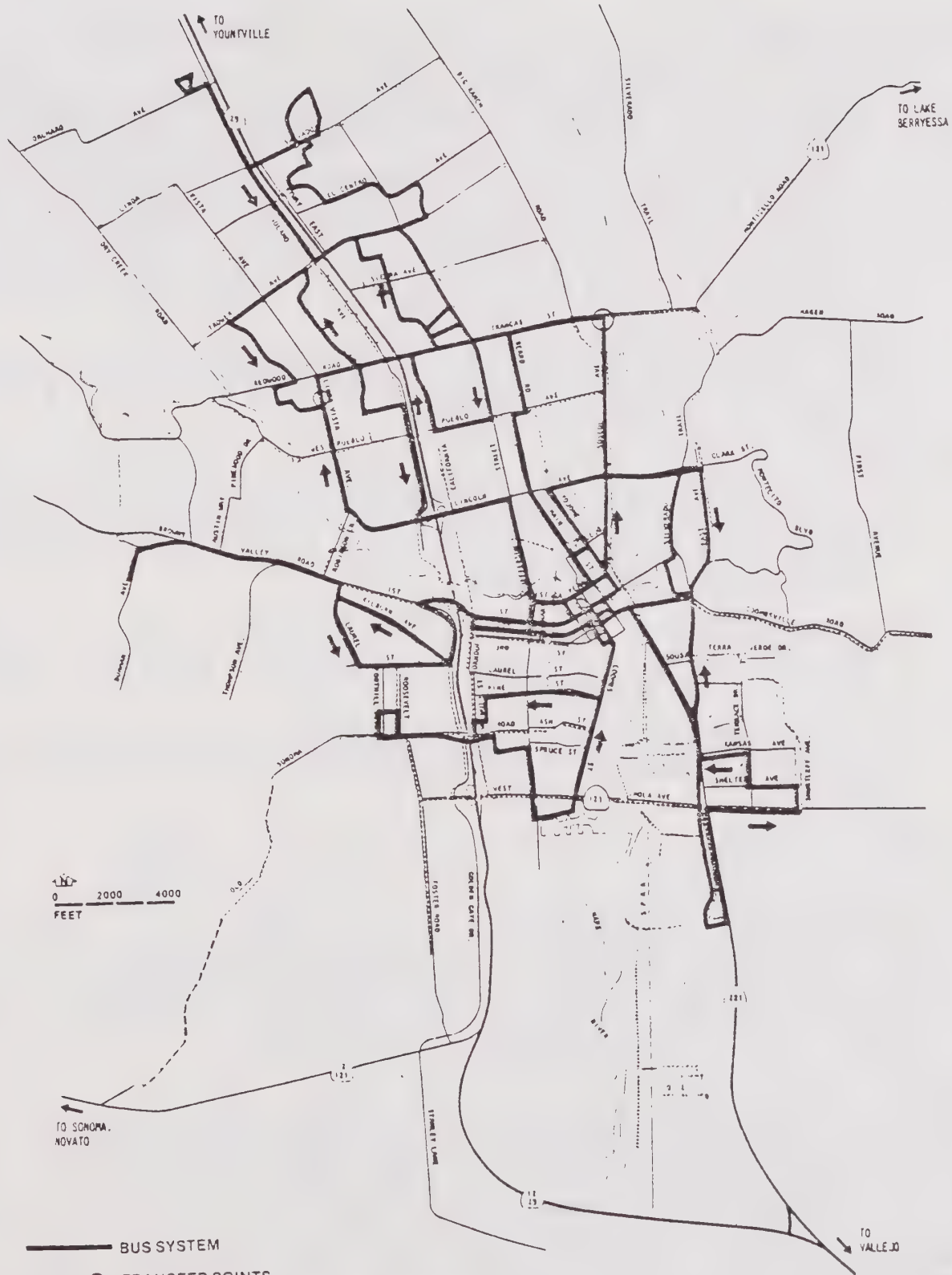
Implementing Actions

1. Bikeways

- a. The Bicycle Circulation Plan Map contains this Circulation Element's bicycle travel policies (see Policy G). The plan is a modification of the City's Bikeway Plan adopted by the City Council in October, 1977 (but not incorporated in the Circulation Element). Primary changes involve substituting new routes for a few previously proposed routes which appear infeasible (bike lanes on Jefferson Street and on downtown streets where there is no reasonable expectation of devoting space to bike lanes), two new grade separated bike-pedestrian crossings of SR 29, and bike lanes providing more direct access to schools, parks and community facilities/ City street standards (see Policy 1) include options for provision of bike lanes on arterial or collector streets where desired. Standards to be applied to design, signing and marking of on-street and off-street bikeways are contained in Planning and Design Criteria for Bikeways in California (California Department of Transportation, June 30, 1978).

H. Public Transit

Napa's existing transit operation, bus service, provides a reasonably high quality level of service for a community of its size and type. The system provides basic communitywide accessibility for the transit dependent and an optional travel mode for others whose origins and destinations are conveniently located with respect to the route structure. As Napa grows toward full development, the following planning goals for the transit operation are indicated:



Map Source: City of Napa Public Works Department



Ironside & Associates
Planning Consultants

Transit Map City of Napa, California

Public Transit Goals

- Utilize opportunities created by completion of the now discontinuous elements of the arterial-collector system to eliminate some of the long one-way loops at the outer ends of the existing route structure. This step will provide the same area coverage now achieved with low convenience, one-way service, but with better quality, two-way service. The more efficient routings possible when arterial-collector continuity is achieved will allow this service improvement to be made with only a modest increase in total system operating requirements.
- Continue to focus a majority of the route structure on Downtown Napa with schedules organized so that buses meet downtown on a "pulse system" for convenient transfers.
- In the details of the downtown redevelopment design and other downtown planning, assure that adequate terminal space is retained to allow for such a convenient timed-transfer service and that streets key to overall transit operations, particularly First and Second Streets, remain uncongested.
- When financially feasible, increase level of transit service (routes, frequency of service) as the community grows and as demand for transit service grows.
- Where opportunities rise to coordinate Napa services with inner-city and regional services, such coordination should be given high priority.

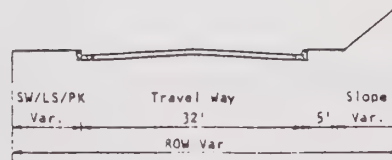
I. Street Standards

Street standards for new street construction in Napa are displayed in the Street Standards Map. Shown are dimensions for local access, collector, undivided arterial and divided arterial streets. Although only a 4-lane divided arterial section is shown, a 6-lane arterial can be created by inserting a 12-foot lane on each side between the median and shoulder lanes. A 128-foot right-of-way would be required for a 6-lane arterial.

Three local access street cross-sections are defined, a low volume section of 36 foot curb-to-curb width, a 40-foot curb-to-curb section for use where the street serves a more sizable neighborhood access function and a 32-foot curb-to-curb hillside/rural section for use in areas where future traffic is never likely to exceed 200 ADT and where site conditions (like topography) make use of this cross-section appropriate. The hillside/rural section includes a variable width (10 foot minimum) sidewalk-planter-utilities strip. This would allow city officials to require provision of sidewalk (as shown on the left of the cross-section in the Street Standards Map or off-traveled-way parking or dedication for slope protection (as shown at right) as site conditions warrant.

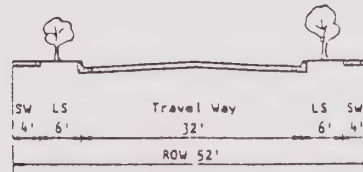
With standard 10-foot sidewalk/planter strips on each side, the 32-foot rural/hillside street can be used in other areas for cul-de-sacs serving no more than 15 households or for loop streets (streets which "horse-shoe" off a single street) serving no more than 24 households.

HILLSIDE & RURAL STREET

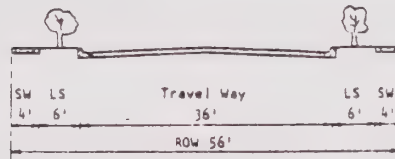


SW Sidewalk
LS Landscape
PK Parking
(opt.) (optional)

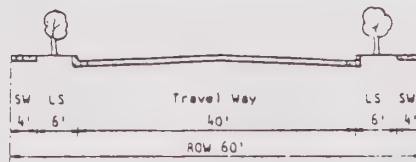
CUL-DE-SAC & LOOP STREET



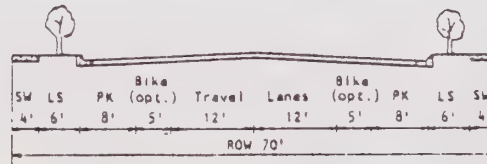
NORMAL LOCAL ACCESS



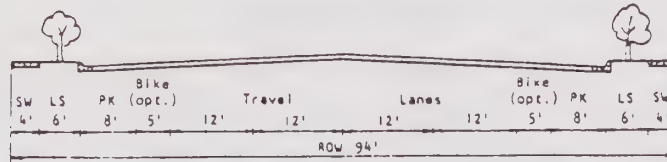
MODERATE VOLUME LOCAL ACCESS



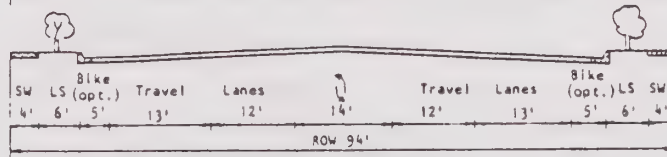
COLLECTOR



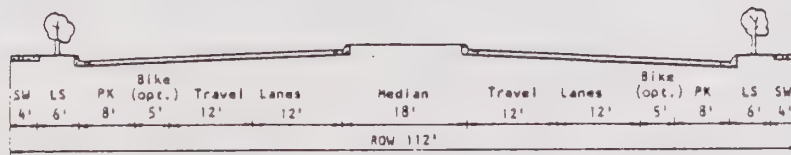
4-LANE ARTERIAL UNDIVIDED - NORMAL CONFIGURATION



4-LANE ARTERIAL 2-WAY LEFT TURN CENTERLANE/ NO PARKING



4-LANE ARTERIAL DIVIDED



Map Source: DKS

All other cross-sections have been shown with 10-foot sidewalk/planting strips on each side of the street. Normally, this space would be used in a combination treatment of 4-foot sidewalk and 6-foot planting. Other variations may be made at the City's discretion. Where absolutely no pedestrian activity is anticipated (such as on the freeway side of a frontage road) the entire 10-foot space might be devoted to planting. In places of particularly high pedestrian activity, most of the space might be devoted to sidewalk. Similarly, all cross-sections have been shown with parking shoulders. In areas where limited curb parking needs are anticipated (such as, where a street abutted by rear lot lines) the City might, at its discretion, eliminate the parking shoulder width requirement. However, in such circumstances, it is generally recommended that the shoulder be maintained as an emergency stopping area and as a hedge against future changes in parking or street space needs.

All streets at the collector level and above are shown with 5-foot bike lanes on each side. At the discretion of the City, the required width for the bike lanes could be eliminated on an individual case basis (this might be done, for instance, where a bikeway in its own independent right-of-way, immediately parallels the street in question). The collector street standards will normally be employed for access streets in industrial and office-park areas.

Certain street development projects may involve completion of a final (no further extensions projected) small segment of an existing street built to previously applicable street standards. Or completion of a small segment of roadway bounded by segments fully developed to earlier standards might be involved. In such cases, the City, at its discretion, may require conformance to the previous rather than the current standards.

J. Costs and Funding of Street Improvements

The Napa Circulation Study demonstrates that approximately 25 million dollars in street improvements will be needed to serve new vehicle trips resultant from community growth between now and full development of the General Plan. Another 10 million dollars will be required to meet long-term major maintenance needs. These costs are itemized by project with a five year project construction schedule in the City's Master Street Improvement Program. The Five Year Street Improvement Program attempts to establish generalized rate of expenditure required to accomplish the needed improvements. Scheduling priority is given to those projects determined to be most critically needed by the DKS Circulation Study, the Steering Committee and City officials (See Priorities, Section E). Most of the street improvements are needed in the first 10 years of the 20-year planning period.

Funding sources for Napa's needed street improvements are uncertain, particularly from Federal and State agencies. To undertake the proposed traffic improvement program, the City needs additional sources of revenue. An analysis of the Cost Allocation of Improvement Program (DKS Associates, January 12, 1982) evaluates the relative costs of development-generated trips in various areas throughout the City and recommends a fee structure system to allocate improvement costs.

Many Bay Area communities faced with gaps between costs of needed improvements and available funds have turned to traffic mitigation fees on development. This practice is based upon the premise that the cost of master street improvements is the responsibility of all persons who benefit from the use of the traffic network, in proportion to the benefit. Existing deficiencies in the traffic circulation system and over-burdened streets and intersections are the responsibility of the existing users. All additional users are responsible for any related increase in traffic. New development affects traffic circulation not only in its immediate vicinity but generally upon the City's arterial and collector streets. The City has adopted an interim street improvement fee resolution applicable to new development, including the conversion or expansion of uses resulting in greater traffic impact. This resolution anticipates generating a substantial share of the cost of the Master Street Improvement Program. Fees are assessed per use type and square footage of development. This program is described in the Resolution Establishing an Interim Policy for Off-site Arterial and Collector Street Improvement Fees for New Development (Resolution Number 82-119, August 3, 1982).

As part of the 1982 General Plan and actions to implement the Circulation Element, the City should adopt a traffic mitigation fee program similar to the above described interim policy. This program is necessary to fund the construction and maintenance of new arterials and collectors as called for in the Master Street Improvement Program and General Plan to resolve the capacity and service level problems discussed in the Napa Circulation Study (DKS, 1982). The program should recognize that traffic impacts of new development are not only relative to the immediate vicinity of such development, but have an impact generally upon the arterial and collector streets City-wide. The fee program should require each new development to pay its fair share of the circulation system improvement costs, as recommended in the Napa Circulation Study, Final Technical Report (DKS, 1982). In addition to the traffic mitigation fee program, alternative funding sources discussed in the DKS study, including a gasoline tax or lodging tax, should be explored as needed.

K. Regional Transportation Plan

The Metropolitan Transportation Commission (MTC) is the authorized regional transportation planning and programming agency for the nine-county San Francisco Bay Region. As required by law and pursuant to Commission procedures, MTC annually reviews and revises the Regional Transportation Plan (RTP).

The 1982 revisions to the MTC plan recommend transportation improvement proposals. Relevant proposals are:

- . Consolidate and upgrade transit in response to needs and in conformance with countywide plans.
- . Incremental upgrading of routes 121 (Silverado Trail) between Soscol Avenue and Trancas Street along Napa's "east-side corridor" to no more than four-lane expressway standard. Upgrading should not be developed faster than traffic demands require.

MTC is also updating its regional bicycle plan. The Circulation Element will attempt to reflect regional bicycle planning policies within Napa's capabilities and to meet its needs.

APPENDIX A

LEVELS OF SERVICE INTERPRETATION

The terms "level-of-service" and "volume-capacity ratios" relate to an objective classification system for rating the degree of (or absence of) delay a motorist experiences in traveling along a street or through an intersection. "Level-of-service" reflects a number of factors including speed, travel time, traffic interruptions, freedom to maneuver, safety, driving comfort and convenience and operating cost. The Highway Capacity Manual, 1965 and Interim Materials on Highway Capacity, 1980 (both published by the National Academy of Sciences, Transportation Research Board) define the concepts of "level-of-service" and "volume-capacity" and specify methods for their computation. In brief, six levels of service, designated 'A' through 'F' characterize driving conditions from best to worst. Conditions at these levels are summarized in the table which follows.

Even though traffic engineers have this objective and uniform procedure for rating the quality of performance of traffic facilities, the measures themselves do not constitute a standard for acceptability of that performance. This is dependent on the local community and is often a function of community size and its placement relative to urban areas. In a large center-city like San Francisco, a lower level of service is tolerated than in a smaller center-city like Sacramento. Suburban cities like Concord or Walnut Creek tend to desire still higher levels of service. Smaller, isolated cities like Davis or San Luis Obispo or Napa tend to desire the highest levels of service. Still, level of service criteria are not absolute. A city like Napa may have Level of Service 'C' conditions as a general design policy but may accept Level of Service 'E' condition at a single major intersection if the duration of those conditions each day is brief and if the costs and other impacts of measures to improve those conditions are great. Hence, the concept of level of service requires extensive discussion in the community both in terms of its application to general design and planning policy and in its application to specify bottleneck situations.

Based on discussion with public officials and the General Plan Steering Committee in Napa, a good example of the level of operation at which most drivers in the community feel the condition is intolerable is the peak period traffic condition at the intersection of Trancas and Jefferson. This intersection currently operates at a volume/capacity ratio of .79--at the threshold of Level of Service 'D'. An example of operations at an intersection which typifies what most drivers in the community regard as approaching the upper limits of reasonable tolerability is that of Jefferson with Lincoln. This intersection operates at a volume/capacity ratio of .75--the mid-range of Level of Service. Based on this rationalization, .75, the midpoint of the Level of Service 'C' range has been used as a criterion in evaluating tolerability of traffic conditions for planning purposes. The .75 volume/capacity ratio is also suggested as a design goal for planning the future street system to meet traffic needs at full buildout of the General Plan and for evaluating the impacts of individual development proposals. The .75 v/c goal reflects Napa's concern for maintaining continued high standards of community quality and liveability. It also reflects the pragmatic realization that if v/c goal of .75 is diligently pursued, even with the unforeseen and unaccountable circumstances which inevitably intervene to produce traffic conditions more severe than forecast, actual volume/capacity conditions are not likely to exceed a reasonable and tolerable .80 level.

LEVELS OF SERVICE INTERPRETATION

<u>Level of Service</u>	<u>Description</u>	<u>Delay Range (Sec. per Vehicle)</u>	<u>Volume to Capacity Ratio</u>
A	Excellent operation. All approaches to signalization intersections appear quite open, turning movements are easily made, and nearly all drivers find freedom of operation. No vehicles wait longer than one red traffic signal indication.	0-16	0-.60
B	Very good operation. Many drivers begin to feel somewhat restricted within platoons of vehicles. This represents stable flow. An approach to a signalized intersection may occasionally be fully utilized and a substantial number of cycles are approaching full use.	16-22	.60-.70
C	Good operation. Occasionally drivers may have to wait through more than one red signal indication, and back-ups may develop behind turning vehicles. Most drivers feel somewhat restricted. This level is typically associated with urban design practice for peak traffic in small to moderate-sized cities.	22-28	.70-.80
D	Fair operation. Cars are required to wait through more than one traffic signal cycle during short peaks. There are no long-standing traffic queues. This level is typically associated with design practice for peak periods in large urban areas.	28-35	.80-.90
E	Poor operation. Some longstanding vehicular queues develop on critical approaches to intersections. Delays may be up to several signal cycles.	35-40	.90-1.00
F	Forced flow. Represents jammed conditions. Backups from locations downstream or on the cross street may restrict or prevent movement of vehicles out of the intersection approach lanes; therefore, volumes carried are not predictable. Potential for stop and go type traffic flow.	40 or greater	Over 1.00

Source: Based on National Academy of Science, Highway Capacity Manual, 1965, and Interim Materials on Highway Capacity Manual, January 1980.

Scenic Highways Element

Introduction

The purpose of the Scenic Highways Element is to make the City of Napa familiar with the procedures and processes to establish programs to protect and enhance official State Scenic Highways, official County Scenic Highways and local scenic highways. The Scenic Highways Element can serve as a basis for a request to CalTrans for a corridor study of a State Highway leading ultimately to official State designation.

The Element can also include related facilities within the scenic corridors, such as bicycle and pedestrian trails, parks, roadside rest stops, and information centers.

The policies and proposals of the Scenic Highway Element should be closely coordinated with the land use, circulation and open space elements.

Background

In 1975 the City of Napa adopted a Scenic Highway Element with the Circulation Element. The Element identified State Route (SR) 29 as a local scenic highway requiring strict sign control, adequate setbacks and landscaping between adjacent land uses and the highway. The Element also identified the following rural streets to be designated as scenic roads: Dry Creek Road, north of Redwood Road; Redwood Road, west of the Dry Creek Bridge; Big Ranch Road, north of Trancas Street; Coombsville Road, east of Silverado Junior High School; Buhman Avenue, south of Twin Oaks Drive or south of the City boundary in the event that development is approved south of Twin Oaks Drive; Thompson Avenue; El Centro from Jefferson Street to Big Ranch Road; Old Sonoma Road, west of the City limits; Congress Valley Road between Old Sonoma Road and Buhman Avenue; and Partrick Road.¹

Many of these rural streets are not within the City boundaries and are not eligible for official State designation as scenic highways and are not included in the current Scenic Highways Element.

The City of Napa is traversed by State Route (SR) 29 which is an eligible State highway but is not officially designated by CalTrans as a scenic highway. In the event the City wishes official designation, the procedure and process to be followed are outlined in the remaining portion of this Element.

Procedures²

Before a route can be designated as an "Official Scenic Highway", the following basic steps must be taken:

¹ City of Napa, 1975 General Plan, pp. 25-27.

² The Scenic Route, A Guide for the Official Designation of Scenic Highways, July 1979, pp. 2-10.

1. The State Legislature must enact legislation to include State routes in the Master Plan of State Highways Eligible for Official Scenic Highway Designation. This step only identifies those routes which are eligible to be designated a scenic highway and does not infer actual designation.
2. The legislative body having jurisdiction over lands adjacent to an eligible scenic highway must request by resolution to the District Director of Transportation that a corridor survey and a highway study be made. Prior to requesting the District Director of Transportation to do this, the local agency should have adopted a Scenic Highway Element of their General Plan as required by Subsection (h) of Article 5, Section 65302 of the Government Code.
3. The local jurisdiction must prepare a program to protect and enhance the scenic corridor as described in the corridor survey.
4. Upon adoption of the program to protect and enhance the scenic corridor, the local jurisdiction shall make a written request to the District Director of Transportation for designation of the route as an official scenic highway. If the local jurisdiction's program is satisfactory, the Director of the Department of Transportation will officially designate the highway as a scenic highway.

A. Master Plan

Routes were originally included in the Master Plan as a result of public hearings being held throughout the State. State Route 29 is included in the Master Plan. New routes can be added to the Master Plan by action of the State Legislature. CalTrans' Departmental Transportation Advisory Committee shall be requested to review the proposed route and to make a recommendation for its inclusion into the Master Plan prior to having the Legislature include the route into the Master Plan. As a policy, the Advisory Committee will not recommend inclusion of a short route wholly located within an urbanized setting without natural scenic significance. If included by the Legislature, the Advisory Committee will not recommend official designation of such routes as scenic highways.

B. Corridor Survey and Highway Facility Study

Upon written request for designation of a route as a scenic highway, passed by City resolution, CalTrans' Departmental Transportation Advisory Committee will review the requested route portion to determine the advisability of proceeding with the Corridor Survey. If it is determined by the Advisory Committee that the route has natural scenic merit with good potential for official designation, the District Scenic Highway Coordinator will be so advised and will coordinate and conduct the survey and study. The two will be combined into the Scenic Highway Report. The Report will contain maps, photographs, and descriptions showing:

1. Suggested scenic highway corridor boundaries. (The corridor is defined as the area of land generally adjacent to and visible from the highway which require protective measures to ensure perpetuation of its scenic qualities.)
2. Scenic elements within the suggested corridor.

3. The relationship of the roadway to its surrounding environment.
4. Proposed realignments or improvements of the route.
5. Potential locations of roadside rest, vista points, and areas for public or commercial information sites.

The Scenic Highway Report will be prepared in cooperation with the local jurisdiction. The local jurisdiction, at the earliest possible time, should solicit the help and advice of local citizens' committees, affected property owners, conservation groups, and anyone else who might be interested in the proposed designation. With the input from these groups, the local jurisdiction and the District Scenic Highway Coordinator should review the route in the field and establish mutually acceptable corridor boundaries. It is very important to involve the previously mentioned groups as early as possible in order to afford them ample time for review and comment before official action is taken. This will result in not only a corridor which meets the desires of the local residents but could reduce the possibility of any last minute controversy.

In instances where CalTrans proposes to realign or relocate a State highway that is an eligible scenic route, the District Director will have the responsibility for initiating a preliminary corridor survey as part of the normal route study required for the realigned section. Eligibility for designation will then transfer to the new alignment at which time the jurisdiction may proceed with its planning studies that will result in designation of the new route as an Official Scenic Highway.

C. Local Jurisdiction's Plan and Program

The procedure for achieving official designation of scenic highways includes the requirement that local jurisdictions adopt a plan and program to protect and enhance the scenic appearance of the corridor. The minimum requirements which must be met by the local jurisdiction include, but are not limited to: (1) regulation of land use which may include density and/or the intensity of development; (2) detailed land and site planning; (3) control of outdoor advertising; (4) careful attention to and control of earthmoving and protection of existing landscaping; and (5) the design and appearance of structures and equipment. The involvement of structures and equipment. The involvement of local citizens in determining the five items is very important if the program is to have popular support.

Control of outdoor advertising may range from prohibition of off-premise signs in rural settings (generally characterized by agricultural or open-space zonings or unzoned) to judicious allowance of off-premise signs considered desirable for traveler information should the corridor include a commercial urban setting (generally zoned for business or industrial use). When the scenic corridor includes both urban and rural settings or other land uses such as residential, the degree of control should be consistent with that necessary to protect the scenic appearance of the corridor.

D. Designation by Director of the Department of Transportation

Whenever the Department determines that the corridor protection program for any State highway in the State Scenic Highway System has been implemented by the local governmental agency, and upon written request of the local jurisdiction for designation, and upon review and recommendation of CalTrans' Departmental Transportation Advisory Committee, the Department shall designate the highway as an Official State Scenic Highway and shall so indicate the highway in any publications of the Department or in any maps which are issued by the Department to the public.

The Department shall cause appropriate signs to be placed and maintained along the portions of the State Scenic Highway System which the Department has designated as Official State Scenic Highways that indicate that the highways are Official State Scenic Highways. The local jurisdiction's request for designation should be in the form of a written communication containing a brief descriptive report of the adopted measures or policies for plan implementation together with a zone map of this corridor area. The request will be reviewed by CalTrans' Departmental Transportation Advisory Committee for their recommendation prior to being submitted to the Director for his approval.

Revocation of Designation

If any time the Department, with the advice of the CalTrans' Departmental Transportation Advisory Committee, determines that the corridor protection program of local governmental agencies with respect to any highway no longer adequately carries out responsibility of the local governmental agencies for the protection of the scenic corridor, it may revoke the designation of the highway as an Official State Scenic Highway and remove the signs which so indicate the highway.

Other Scenic Highways

County Scenic Highways. County roads and highways designated as "scenic" in the local General Plans and protected as such by local ordinances may be designated as "Official" and receive the appropriate scenic highway signs by application of the County Board of Supervisors to the State Director of Transportation, who must find that the corridor standards adopted for official State Scenic Highways have been met. All standards prescribed in this guide for State Scenic Highways shall in this case apply equally to County Scenic Highways. The Transportation District Scenic Highway Coordinator will be available, upon request, to consult with the local jurisdiction regarding the program and to review the corridor survey and the highway facility study that has been prepared by the local jurisdiction.

Seismic Safety and Safety Element

INTRODUCTION

The purpose of the Seismic Safety and Safety elements is to make the City of Napa aware of safety problems so that planning decisions may be influenced by this knowledge and to encourage adoption of developmental and emergency planning practices designed to reduce loss of life, injuries, property damage and economic and social dislocation which might otherwise result. These elements identify major hazard areas in Napa, assess existing protection services and suggest options the community might pursue to improve its level of public safety.

BACKGROUND

In 1975 the City adopted a Safety Element which focused on the Emergency Plan to be utilized in the event of war or a major emergency such as earthquake, tsunami, flood, fire, accident, civil disturbance, storm, pollution, or epidemic. In 1976 the City adopted a Seismic Safety Element which identified seismic hazards and discussed strategies to minimize those hazards. In the preparation of the 1976 Element geologic hazards, faults and dam failures were mapped throughout the City. This inventory has been updated and will serve as an information base for the 1982 Seismic Safety and Safety Elements.

ENVIRONMENTAL SETTING

Geology

The Coastal Range north of San Francisco Bay is characterized by a series of structurally controlled, northwesterly trending mountains and intervening valleys. The City of Napa is located in one of these valleys, the lower part of which is a structural trough known as the Napa Valley syncline. The syncline was formed during Pliocene time by downwarping and faulting of the older rocks now underlying the alluvial fill which covers the valley.

The older rocks which lie beneath the valley and outcrop in adjacent hills consist primarily of the Franciscan assemblage and Great Valley sediments of Jurassic and Cretaceous age, and Sonoma volcanics of the Pliocene age. The Franciscan assemblage, which is not exposed on the surface, is comprised of graywacke, chert, ultrabasic intrusive rocks and serpentine. The Great Valley sediments are chiefly mudstones, siltstones and shale. The Sonoma volcanics and Holocene features are lava flows, tuffs, breccias, agglomerates and flow rocks which underlie the alluvium of the valley floor and crop out in the upland areas on either side of the valley. Also present in this area are sandstones belonging to the Domengine Formation. The folding and faulting of the other sedimentary and volcanic rocks formed the shallow structural trough into which were deposited the unconsolidated sediments of the Pleistocene age and the older and younger alluvium of late Pleistocene and recent ages.

The chief surficial deposit in the City of Napa is alluvium. This material covers not only the floor of the Napa Valley but also portions of the floors of Browns Valley and many of the smaller canyons. This blanket of unconsolidated material ranges up to 500 feet thick and is comprised of complex inter-fingered bodies of marsh, fluvial, and alluvial fan materials. The marsh deposits consist of possibly expansive, highly corrosive compressed clays known as Bay Muds. The bodies of fluvial and younger alluvial fan materials are predominantly clays and fine sands. Gravels become more abundant toward the hills. The clays present in these deposits could be somewhat compressible while the sands and silts involved are likely to be susceptible to liquefaction. The older alluvial fan materials are composed chiefly of coarse sand and gravel. These materials are not likely to be susceptible to liquefaction.

Landslides and debris flows are major threats to development in areas of the western upland region underlain by materials belonging to the Great Valley Sequence and the Domengine Formation. In addition the very steep areas on the eastern flank of the western hills, which are cut by traces of the West Napa fault, appear slide prone.

Topography

The City of Napa is located in a 35 mile long, northwest trending valley of the Northern Coastal Range. The valley was formed by regional folding and faulting, and is flanked on the east by the Howell Mountains (1,500 feet) and on the west by the Mayacamas Mountains (2,000 feet). The eastern and western upland portions of this area have elevations which exceed 600 feet. Slopes on the valley floor are generally less than five percent while those in the uplands, commonly range from five to thirty percent. Locally, slopes in excess of seventy percent occur.

Soils

Soil classifications which combine soil types and land capability of the soils within the City of Napa are shown on the accompanying map. The soil classification is meant for general planning purposes rather than as a basis for decisions on the use of specific sites. The United States Soil Conservation Service Soil Survey of Napa County would be used for detailed engineering and physical properties of these soil classifications.

Six types of soil found in Napa County are described below:

Class I soils are somewhat poorly drained loams and clay loams, slightly acid, very deep, nearly level and found on alluvial fans and valley flood plains. Slope is less than two percent. Soil depth is six inches or more. Permeability is moderate to moderately slow. These soils have few limitations that restrict their use. They are fertile and well suited to most agricultural purposes.

Class II soils are organic and mineral soils formed on alluvial fans and terraces and occur in areas subject to tidal action. They are poorly drained, very deep, strongly acid and saline. Slope is two to nine percent. Soil depth varies from forty to eighty inches. Permeability varies moderate to moderately slow to slow. Because of the organic matter in them, subsidence may occur when they are drained. These soils have moderate limitations that reduce the choice of plants and require moderate conservation practices for development activity.

Class III soils are moderately deep to shallow loamy surfaces underlain by dense clay subsoils and developed on old terraces. Slope is two to fifteen percent. Soil depth varies from fifteen to eighty inches. Permeability ranges from moderately rapid to very slow. These soils have severe limitations that reduce the choice of plants and require special conservation practices, or both.

Class IV soils are derived from volcanic rocks in the upland areas and are shallow to moderately deep stony upland soils, underlain by clay pans or other dense subsoils. Slope ranges from five to thirty percent. Soil depth varies from twenty to eighty inches. Permeability ranges from rapid to very slow. These soils have very severe limitations that reduce the choice of plants and require very careful management or both.

There are no Class V soils in Napa County.

Class VI soils are formed in alluvium from serpentine. Slope varies from two to nine percent. Soil depth is sixty or more inches. Permeability is very slow. These soils have severe limitations that make them generally unsuited to cultivation and restrict their use largely to pasture or range, woodland or wildlife habitat.

Class VII soils formed in materials weathered from shale, sandstone, rhyolite, basic igneous rocks and serpentine. Slope ranges from thirty to seventy-five percent. Soil depth varies from twelve to forty inches. Permeability is moderately rapid to slow. Erosion hazard is very high. These soils have very severe limitations that restrict their use.

Soil Types

Class

- 1** Soils that have few limitations that restrict their use
- 2** Soils that have some limitations that reduce choice of plants or require moderate conservation practices
- 3** Soils that have severe limitations that reduce choice of plants or require special conservation practices or both
- 4** Soils that have very severe limitations that reduce the choice of plants, require very careful management, or both
- 6** Soils that have severe limitations that make them generally unsuited for cultivation and that limit their use largely to pasture or range, woodland or wildlife food and cover
- 7** Soils that have very severe limitations that make them unsuited for cultivation without major reclamation, and that restrict their use largely to grazing woodland or wildlife

Map Source: U.S. Soil Conservation



Service Soil Survey



800 2400 3200
0 1600 3200



POTENTIAL HAZARDS

Seismic Hazards

Faulting

The most significant seismic hazards to the City of Napa are the San Andreas, (33 miles to the southwest), Hayward (21 miles to the south) and Calaveras (18 miles to the southeast) faults, all of which are outside the County boundaries. Earthquakes are most likely to occur along these faults which are known to be active but can also be generated along more ancient faults and heretofore unmapped faults.

The City of Napa lies between two regionally significant faults, the Rodgers Creek Fault, 12 miles to the west and the Green Valley Fault, 6 miles to the east, both of which have been designated active by the United States Geological Survey (USGS). The Green Valley Fault could be an extension of the Calaveras Fault.¹ In the immediate vicinity of the City of Napa are a number of less significant faults: (from west to east) Carneros Fault; Browns Valley Fault; Mill Valley Fault; West Napa Fault and Soda Creek Fault. The last one has been shown by the USGS to have some evidence of recent activity.

Napa has experienced three severe earthquakes in recorded history (1891, 1898, 1906) each of which did serious damage in what is now the downtown area of Napa. The epicenters of these quakes, however, were located outside of Napa County.

Development on designated active fault zones is regulated by the State's Alquist-Priolo Act. Active fault zones are designated by the State Geologist. Development proposed within the zone must be preceded by a special study of potential earthquake hazards to the project. Setbacks, or other mitigation, is determined by the geologic report. As a guideline, the Act recommends a structural setback of 50 feet from the active fault zone. Some types of development, such as a single-family home (not including entire subdivisions) are exempt from the study requirements. At present, none of the mapped faults in Napa are zoned for special studies by the California Division of Mines and Geology.

Ground Shaking

Several factors influence the amount of ground shaking. The principal ones are the distance from the "epicenter" (the point at the earth's surface above the deepseated location of slippage which causes the earthquake) and the local ground conditions. Bedrock areas have a different type of shaking than areas underlain by softer materials. Structures placed on or near bedrock (upland areas) will be shaken differently than those on alluvium or Bay Muds. Also, shaking may result in secondary effects. The Bay Mud, and to some extent alluvium, may have liquefaction or subsidence and upland areas may have slope failures (landslides, etc.) For planning purposes the hazards posed by ground shaking, ground failure and landslides are more important than the hazards posed by surface rupture. The Valley floor, consisting of alluvial deposits and underlying most of the City of Napa, is quite susceptible to ground shaking.

¹ City of Napa Public Works Department

Liquefaction

Where there is relatively clean and poorly consolidated granular material (such as sand) and a shallow depth to groundwater, there is a potential for the soil to liquify. Not all earthquakes provide sufficient intensity of shaking to create liquefaction, but if it does, the granular soil has fluid properties during the intense shaking. Buildings can tilt or sink, highway crossings, levees and bridge abutments can fail and the ground may move laterally even on a very gentle slope. If soils are poorly consolidated, the ground may subside during intense shaking. The areas south of the City and along the Napa River which roughly correspond to the historic marshland and consist of Holocene Alluvium (HA) and Bay Muds (Qbm) may be subject to liquefaction or subsidence. Site investigations and testing would have to be conducted to determine the potential for these hazards.

Landslides

Slope failure due to landslides, debris avalanches, etc. can occur without an earthquake. The major factors creating this hazard are the steepness of slopes, the materials composing the slopes, the amount of water in the ground and the changes imposed by humanity. The latter might be excavating too steeply, undercutting slopes, placing fills or structures on potentially unstable slopes, and cutting and filling along the bedding plane. Shaking during an earthquake might further reduce the stability of a slope. The hills surrounding the Browns Valley area to the west are particularly susceptible to landslides. (See Slope Map.)

Some potentially unstable slopes can be made more stable or developed in such a way as to not induce landsliding. Site investigations, careful planning and mitigation designs are needed. Investigation may indicate a limit to the mitigating measures and this may constrain the ultimate use of the site.

Tsunami

This earthquake phenomenon is caused by earthquakes beneath oceans which form long ocean waves. The "tidal" wave causes high water runup when it reaches land. Because the City of Napa lies beyond the San Pablo Bay margin, it is not subject to such a hazard.

Seiches

A seiche is the periodic oscillation of a landlocked body of water, often caused by seismic activity, that can result in flooding of adjacent or downstream areas. Napa Valley faces a rather unique hazard of seiches in the wineries. Large casks and storage tanks throughout the valley together hold thousands of gallons of wine, which, if spilled at one time as a result of oscillation, could threaten downstream areas. "Wine seiches" have occurred in the past, and now pose a greater problem with the vastly increased wine production. Whereas most of the wineries and storage/shipping facilities are outside the City's jurisdiction, City lands could be affected. The City should work with the County on an emergency response system as well as on site safety mitigation measures to avoid public safety hazards.

Geologic (Non-Seismic) Hazards

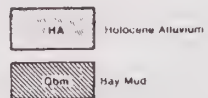
Static Settlement

The term static settlement is used because this type of settlement occurs continually where the necessary ground conditions exist. A form of static settlement is differential settlement in which significantly different amounts of settlement occur. Areas which are underlain by compressible deposits (Bay Mud, organic soils, etc.) undergo slow, natural settlement. Those areas which have been filled and built upon undergo a more rapid rate of settlement because of the loads applied. Without a great deal of care and control, settlement in filled areas is likely to be variable in different places. If the distance between places of differing settlement is small, then serious consequences can result such as tilting or distress of buildings. In order to preclude or minimize this hazard, it is necessary to conduct thorough site investigations and to appropriately design the development.

Erosion

Erosion of topsoil is generally of greatest concern on hillsides and along stream banks, where runoff waters reach the highest velocities and undermine or carry away ground materials that support structures. Erosion also poses a hazard where runoff waters and materials are deposited, i.e., at the base of a hill or confluence of creeks. Erosion can be prevented by proper siting of development (off of steep slopes and back from stream banks), by minimizing landform alteration and vegetation removal, by recontouring to allow for proper drainage and runoff, and by revegetating graded areas to slow down runoff velocity and stabilize slopes.

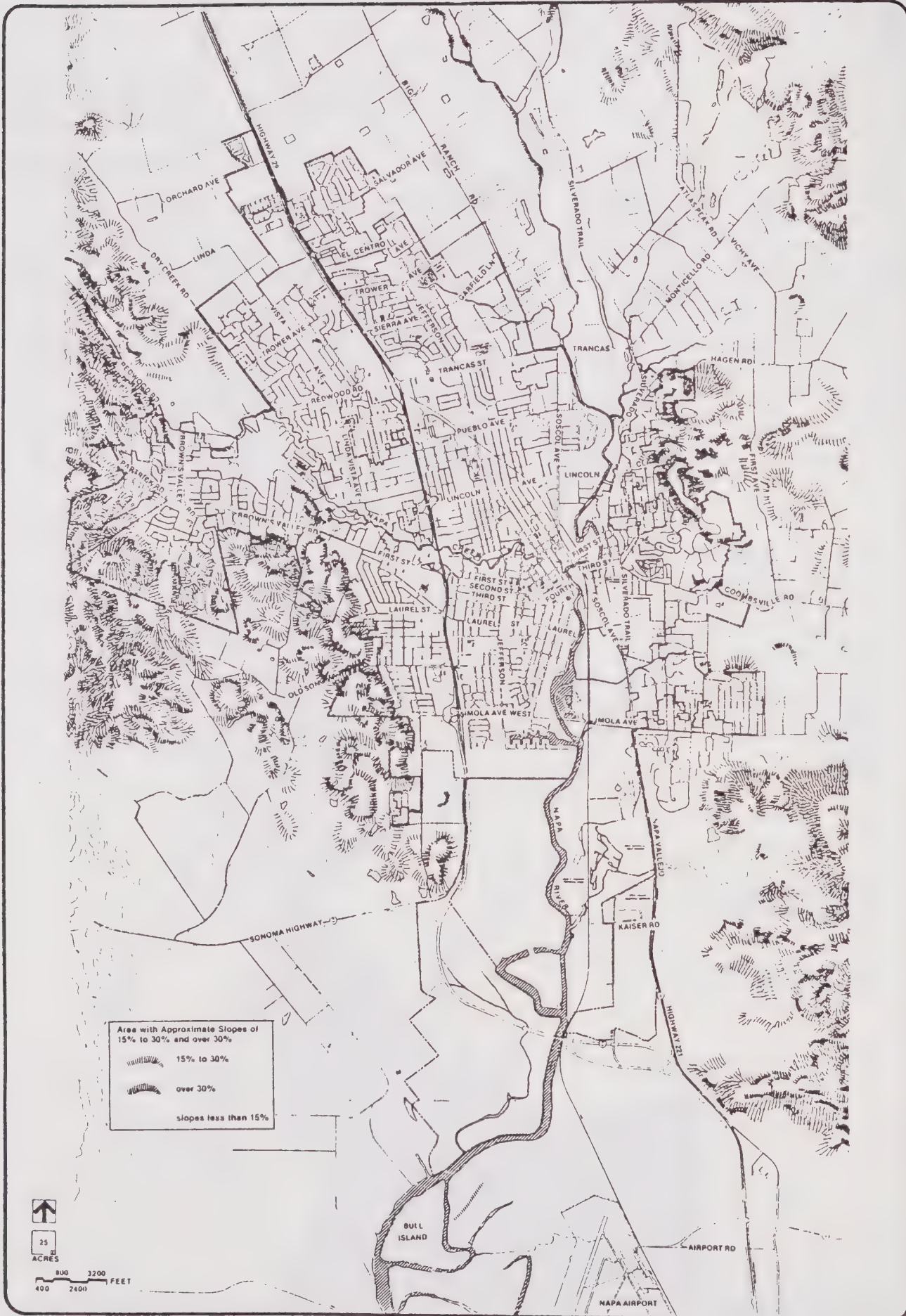
Areas with Liquefaction and Subsidence Potential



Long dashed where approximately located, short dashed where uncertain, quartered where doubtful, dotted where concealed, arrow shows direction and amount of dip where inclined, crossbar where vertical

Map Source: USGS, BCD #54 and #56





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FEET

Area with Approximate Slopes of
15% to 30% and over 30%
15% to 30%
over 30%
slopes less than 15%

Inside & Associates
Planning Consultants

Slope Map City of Napa, California

Structural Hazards

Three types of structural hazards exist in Napa: residential development which occurred before building codes were adopted; unreinforced masonry; and development which was not engineered for potential geologic hazards built prior to the Earthquake Regulations of the Uniform Building Code in 1973, revised in 1979. Most of the pre-1933 residential development in Napa is located in the vicinity of downtown. The primary hazards from these structures are protruding or overhanging architectural features, foundations, masonry walls, fire hazards and structural hazards.

Inundation from Dam Failure

The City of Napa is subject to inundation due to failure of Conn Dam, Milliken Dam and Rector Dam. Inundation maps are included in a generalized form for Conn Dam and Milliken Dam.

Conn Dam is located in Conn Creek Canyon, approximately fifteen miles from Napa, north and slightly west; it is just off SR 128, east of Rutherford. The dam is the major water supply for the City of Napa. It is an earth fill dam with a concrete spillway, which empties into Conn Creek. The crest height is 125 feet and the reservoir stores 32,000 acre feet of water in Lake Hennessey. The dam is owned and maintained by the City of Napa.

In the event of dam failure, water is expected to flow down Conn Creek and begin fanning out in the area of Silverado Trail and SR 128, east of Rutherford. It is then expected to inundate an area bounded on east and west by the foothills. The water will then flow in a southeasterly direction, down the Napa Valley, generally inundating all the area between SR 29 and Silverado Trail, until a point approximately at Trubody Lane. From there it would generally inundate the area between Big Ranch Road and Silverado Trail. It would first affect the City of Napa south of Trancas Street between Soscol Avenue and Silverado Trail. From there it would flow south between Jefferson Street and Silverado Trail to approximately Lincoln Avenue where it would flow between SR 29 and Silverado Trail, leaving the City limits south of Napa College and Kennedy Park.

From the time of total dam failure, it is estimated the flood waters would arrive at the northern City limits in 275 minutes and the southern City limits in 400 minutes. Flood crest would be approximately 40 feet above sea level.

Milliken Dam is located in Milliken Creek Canyon, approximately six miles northeast of Napa. It is accessible from Atlas Peak Road. The dam is a secondary water supply for the City of Napa. It is a concrete dam which empties into Milliken Creek. The crest height is 110 feet and stores 2,000 acre feet of water. The dam is owned and maintained by the City of Napa.

Water from this dam is expected to travel in a southwesterly direction down from Milliken Canyon, through Silverado Country Club reaching the City limits at approximately the same point as Conn Dam waters, i.e., south of Trancas Street between Soscol Avenue and Silverado Trail. From there it would inundate approximately the same areas within the City and follow the same course as the flood waters from Conn Dam. From the time of total dam failure, the flood waters should reach the City limits in 55 minutes and the south City limits in 200 minutes.

Rector Dam is located in Rector Creek Canyon, approximately ten miles north of Napa, just east of Silverado Trail. It has a crest height of 162 feet, is an earth fill dam owned by the State of California and has a reservoir capacity of 4,400 acre feet of water.

Water is expected to flow across Silverado Trail, north of Yountville Crossroads, from there in a southerly direction, approximately in the same manner as Conn Dam flood waters. From the time of total dam failure, the flood waters should reach the north City limits in 175 minutes and the south City limits in 300 minutes.

Since the flood waters from each of the three dams would generally follow the same flow, and inundate the same areas within the City of Napa, the same people and facilities would be affected. The only difference would possibly be the extent of flooding and the time elements involved. Approximately 25% of the residences in the City of Napa would be affected. The primary areas are:

South of Trancas Street, between Main Street and Silverado Trail.
 South of Lincoln Avenue between Jefferson Street and Silverado Trail.
 South of First Street between SR 29 and Silverado Trail-Soscol Avenue.

Maximum Water Depth Dam Failure

	<u>Conn</u>	<u>Milliken</u>
Trancas	16'	16'
Lincoln	12'	7'
First Street	16'	6'
River Park Blvd.	6'	1'

Flood Hazard Area

The Napa River rises on the south slope of Mount St. Helena, at the intersection of Lake, Sonoma and Napa County boundaries, and flows for about 50 miles southeasterly to empty into Mare Island Strait, an arm of the Carquinez Strait.

The river lies in Napa County with the exception of the southern 3.4 miles which flows through Solano County. The river drains a total area of 426 square miles.

There are eight major tributaries feeding the Napa River of which four are located within the City of Napa. The river forms the trunk of a simple dendritic system, varying erratically in width, depth and capacity throughout its length. The normal Napa River channel capacity through the City of Napa is approximately 12,000 cubic feet per second (CFS). The channel capacity varies throughout the river's length and depends on the amount of vegetation and debris in the river, tidal conditions and the amount of sediment deposits in the dredged southern portion of the river.

Streamflow in the southern portion of the Napa River is affected by the changing tide conditions of the Bay. The tides affect the discharge and stage of the Napa River as far upstream as Trancas Street.

The Flood Hazard, including the floodway and floodway fringe, has been identified by the Federal Insurance Administration in a report entitled, "The Flood Insurance Study for the City of Napa, California," dated September 5, 1979. The floodway is the channel of a river or watercourse and the adjacent land that must be reserved in order to carry a "base" or 100 year flood without causing the water surface level to rise more than one foot. The floodway fringe includes other adjacent lands in the flood plain that are subject to a base flood. Flood hazard conditions exist along the entire length of the Napa River through the City. The flood hazard area extends well into developed areas in spots, and follow the banks of several tributary creeks. The City regulates development within the flood hazard area in accordance with Federal Flood Insurance Act standards.

Major floods result in damage to commercial, industrial, residential, and agricultural areas. Utilities, roads, bridges, and City streets are subject to damage and require repair and clean up. Floods cause production slow down or stoppage, wage loss, and interruptions to traffic and the flow of goods. The primary threat of floods is to human life and the health of inhabitants of the flood plain.

Records of damaging floods in the Napa River Basin date back to 1892, but only recently has comprehensive data on the extent of damages been obtained. Flooding of the Napa River was responsible for four deaths between 1913 and 1940. Analysis of flood damage data of the 1955, 1958, and 1963 floods indicate that of the \$1,664,000 total damage of the three floods, \$707,000 (43%) occurred in the City of Napa between Trancas Street and Imola Avenue.

The following table summarizes the 100 year flood discharges at various points on the Napa River.

Table 2

<u>Location</u>	<u>Discharge, CFS</u> <u>100 Year Flood</u>
Trancas Street	35,000
First Street	39,000
Imola Avenue	40,000
Edgerly Island (South of City of Napa)	42,000

Flood Hazard Area

Floodway Fringe ——— 100-year flood boundary

Floodway ———→

Floodway Fringe ———→

Floodway Fringe ——— 100-year flood boundary

Map Source: Federal Insurance Administration



0 1500 3200 FEET



A U.S. Corps of Engineers Napa River Flood Control project was proposed in 1975 but was defeated by a Napa plebescite. No major alteration of flood conditions is anticipated. Some accelerated runoff may result from the expanded street and residential development throughout the City; the vast majority of land in Napa County will remain agricultural and will not significantly affect flood hazard conditions. It is not expected that the frequency and intensity of flooding along the Napa River would change an appreciable amount. Development along the river in the flood hazard area, however, could lead to greater property damages and human suffering. The City is undertaking a study of present and potential uses in the flood hazard area to determine appropriate uses and standards for use. General Plan land use designations and policies will be subject to review and modification based upon this study's conclusions.

Fire Hazards

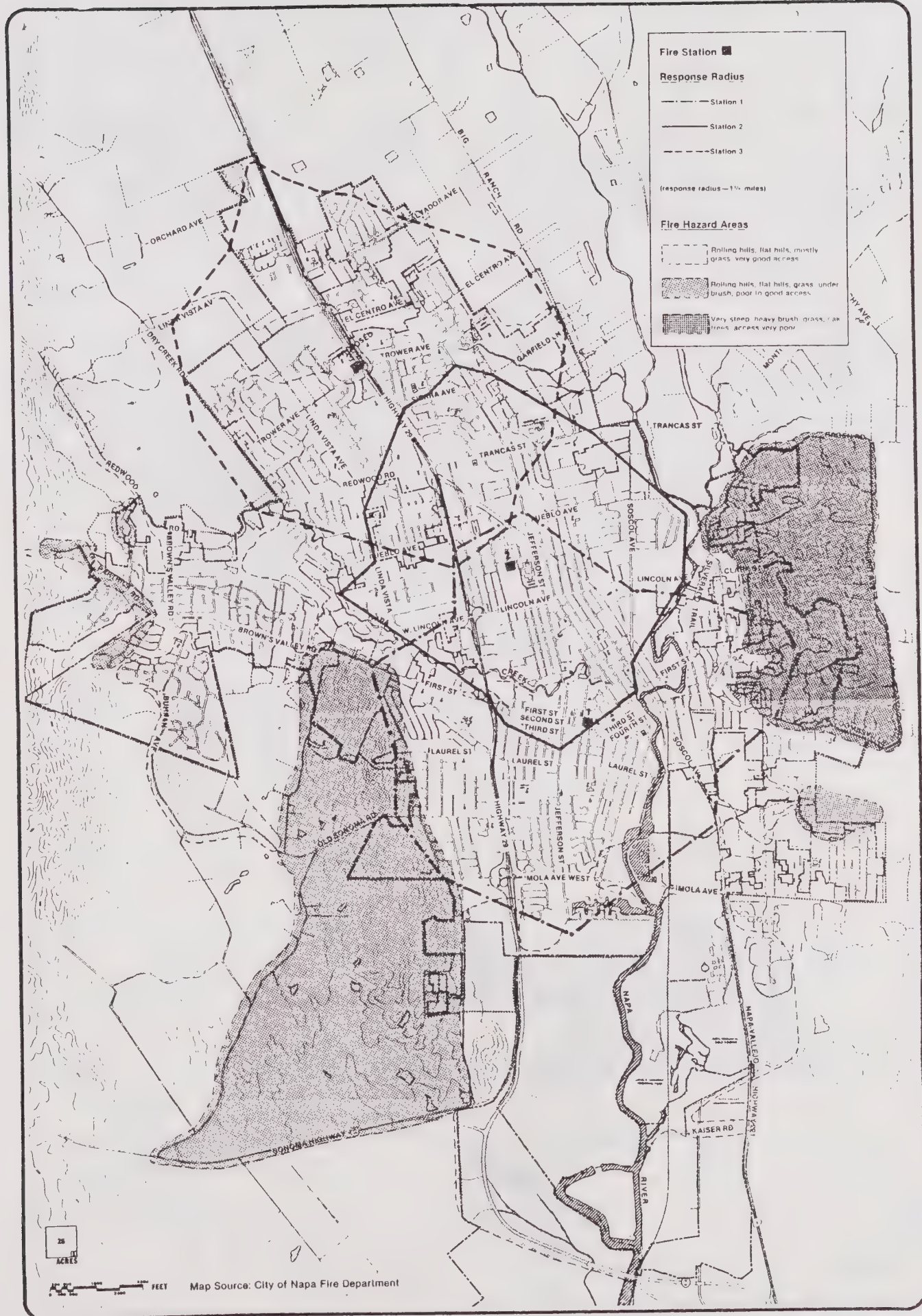
Factors which contribute to the potential for fire are vegetation (heavy brush and grass), poor access, steep slopes, narrow streets, inadequate water pressure (generally in areas above 340 feet elevation), distance from fire stations (areas outside the 1½ mile response radius of the Fire Department), and the impact of an earthquake which could create these problems in areas which otherwise have no unusual potential for fires. The Fire Response Radii and Hazards Map shows potential fire hazards in the City. The Browns Valley area to the west and Montecito to the east are generally high fire hazard areas because of a combination of these factors. Other areas outside the 1½ mile response radius, such as Stanly Ranch, are not adequately protected under current conditions.

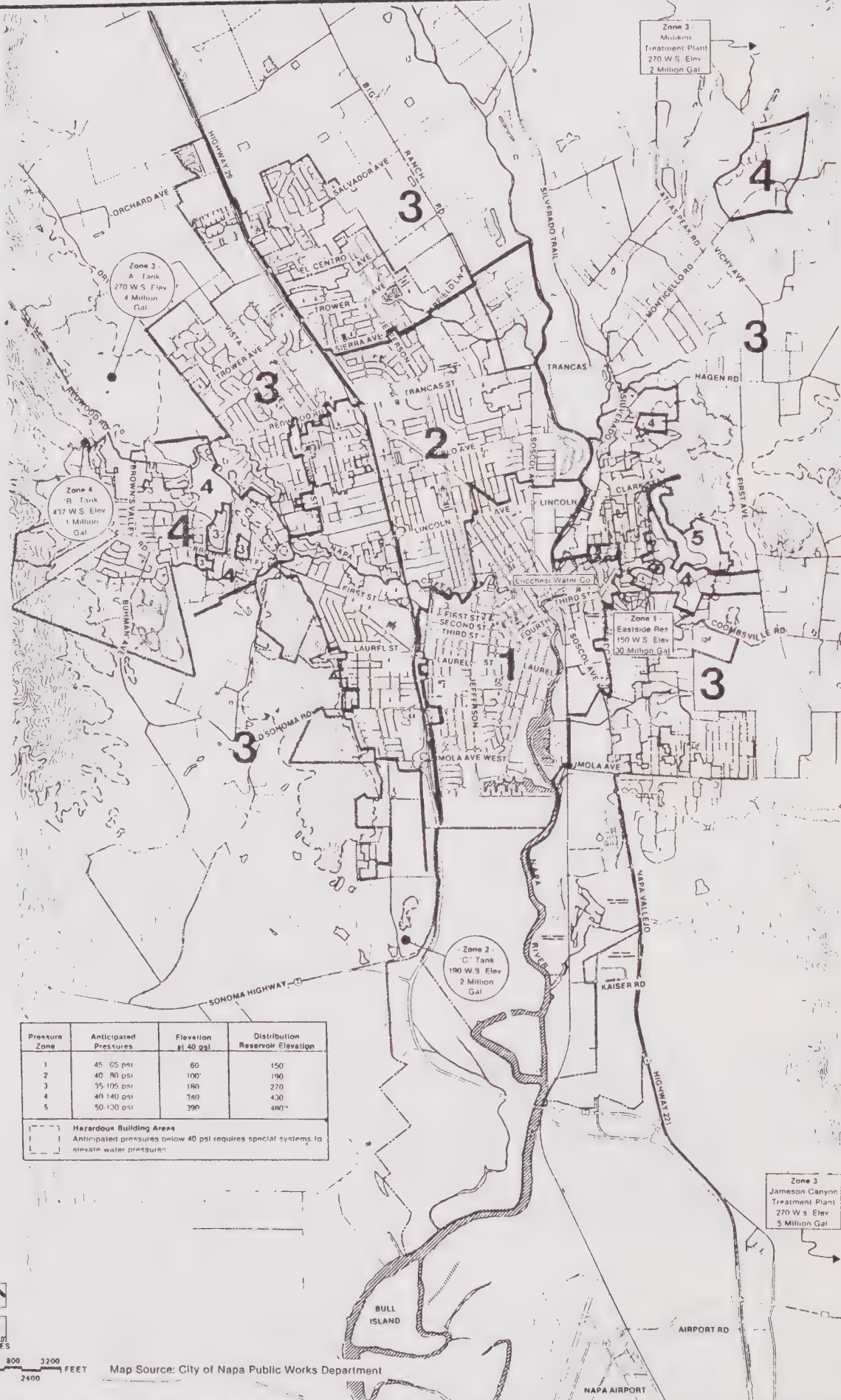
The Fire Department requires mitigation of high fire hazards in these areas (i.e., brush clearance, adequate street widths, preferably two access routes, and onsite water storage in swimming pools or tanks with a pump system.)

Other desirable mitigations include separation between houses of a minimum of 100 feet or clustering of units on lesser slopes with good access; use of fire resistant exterior building materials and vegetation; and early warning systems (i.e., alarms and automatic sprinklers).

The City of Napa has two fire stations, one on Seminary Street downtown, the other on Park Avenue by Napa High School, with plans for a third on Trower Avenue. Fire protection and paramedic emergency service can be provided to most of the City within four minutes, except for outlying and hilly areas. The City employs 53 firefighters including nine paramedics, a reserve force of up to 36, and has the following fire apparatus: Four fire engines plus one reserve engine and one engine on loan from the Office of Emergency Services; one aerial ladder truck; one paramedic squad unit; two mini-attack pumpers for brush fires; and one battalion van for transport of support equipment and to provide command facilities.

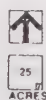
Mutual aid agreements are maintained on a day-to-day basis with the California Department of Forestry, American Canyon Fire Protection District, the City of Vallejo Fire Department, and Napa State Hospital.





Pressure Zone	Anticipated Pressures	Elevation at 40 psi	Distribution Reservoir Elevation
1	45-65 psi	60'	150'
2	40-80 psi	100'	190'
3	35-125 psi	180'	270'
4	40-140 psi	240'	430'
5	50-130 psi	390'	480'

Hazardous Building Areas
Anticipated pressures below 40 psi requires special systems to elevate water pressure.



Map Source: City of Napa Public Works Department

The national fire protection standard is 1.67 firefighters per 1,000 people. The City of Napa needs at least three more full-time firefighters to meet the present demand for fire protection. The Insurance Service Office (ISO) has rated the City of Napa as Class 3. With the addition of three more firefighters, the ISO rating would be raised to Class 2 which would reduce fire insurance rates by 10% for commercial activity within the City.

Police

The City of Napa is staffed with 68 sworn officers. The City owns and operates 17 marked and nine unmarked police cars and six motorcycles, each equipped with a radio and emergency equipment. The City is divided into four to six patrol areas, depending on the time of day and personnel on duty. Four to six one-officer cars patrol the City twenty-four hours a day, providing a minimum response time of three minutes within the City limits. At the present time the ratio of police officers is 1.36 to 1,000 residents. To maintain this level of service 33 additional officers will be necessary for 75,000 people by 2000.

Professional staff is assisted by forty-one trained volunteer officers who provide back-up to sworn officers as needed. The volunteers also staff the Crime Prevention Bureau and conduct the Neighborhood Alert Program throughout the City.

The Police Department has an important role in emergencies. All officers have advanced first aid and cardio-pulmonary resuscitation training. The primary role of the Police Department in a fire emergency is public safety and traffic control. Their role in other emergencies depends upon the nature and extent of the disaster. The Department makes an effort to anticipate and prepare for disasters.

The City of Napa participates in Mutual Aid Agreements with the cities of St. Helena and Calistoga, Town of Yountville and the Napa County Sheriff.

In addition to the City Police Department, the Napa County Station for the California Highway Patrol (CHP) is located in Napa, on Golden Gate Drive. The specific responsibility of the CHP is to patrol the unincorporated County and State Highways (12, 29, 121, 128, 221). CHP also provides back-up for allied agencies for various crimes and traffic-related incidents upon request.

The Napa County CHP office has 43 traffic officers with 20 cars and no motorcycles. All cars are radio equipped and broadcast on CHP frequencies, which are monitored in Oakland.

The City of Napa has acquired a helicopter hangared at the Napa County Airport. The functions of this helicopter are medical evacuation, search for missing persons, aircraft accidents, and crime surveillance, if necessary. Response time from Napa County Airport varies from 10-15 minutes.

Hazardous Materials

The City of Napa has no high hazard use such as oil refineries, or chemical manufacturing or storage facilities. There are, however, bulk storing gasoline plants along the river below Eighth Street, Oil Company Road, Lincoln and Soscol; and Jefferson Street. At the present time, installation of liquified petroleum gas facilities (propane) is permitted within the City limits, as long as tanks are protected with sprinkler systems and limited in size. Tanks that existed before adoption of the ordinance are permitted to continue).

The tanneries' heavy metal discharges and solvents pose limited hazards in Napa. Another source of possible hazard is the truck transport of gasoline, liquid petroleum and fertilizers through the City of Napa on State Routes 12, 29, 121, 128 or 221. Possible spills, collision, or combustion could occur resulting in interrupted traffic flows, pollution and/or fires within the City.

HAZARD RESPONSE

Water System

The City of Napa water system is supplied by three sources: Hennessey Reservoir, Milliken Reservoir, and the North Bay Aquaduct (NBA). any two of the three sources can meet current peak month demand, 17 MGD. The Hennessey source alone can meet current peak week demand, 22 MGD. Yearly NBA entitlements in concert with City-owned sources along with and water conservation programs sources will be able to meet service area demands, estimated to be 25,000 acre feet when the area's population approaches 119,000 to 140,000. The year at which the 119,000 to 140,000 population is reached is dependent upon both City and County general plan development.

Improvements to the treatment plants and the transmission systems will be needed as the demand increases. Minor improvements to the distribution system may be needed, as the partially built up areas develop, to assure adequate flows and pressures during peak demand periods. The distribution system has been designed to afford adequate fire flows to virtually all areas. The Water Department responds to requests from the Fire Department to improve the fire hydrant network as the Fire Department discovers weaknesses.

The water system is divided into four major pressure zones to supply (generally) between 40 and 80 pounds per square inch of pressure (psi) to each service. The distribution system is looped so that little pressure variation is felt during even local heavy use. Less than 2% of the City's 18,000 service users experience slightly below 40 psi. Elevations above 340 feet experience low water pressure, necessitating supplementary pumping facilities to assure adequate water supply for fire protection. All pressure zones are interconnected such that failure of the distribution reservoir or distribution lines will not render that pressure zone system unusable. The entire system is heavily valved. This means that a break at any particular point will leave only about 25 to 50 houses without water during the repair period, usually from two to four hours.

Minimum Street Widths

The City of Napa's street standards for hillside and rural, cul-de-sac and loop, normal local access, moderate local access, collector and arterial streets are shown in the Circulation Element. The minimum public street width for fire protection is 32 feet with a 40 foot turn around radius for fire equipment. The maximum grades permitted are 6% for arterial, 10% for collector and 15% for local streets; current standards permit street grades in excess of the standards for fire protection - 12%.

Evacuation Routes

In the event of a fire, earthquake or dam failure in the City of Napa, the exact size of the evacuation area and the precise evacuation routes would be determined by the type and extent of the disaster. Widespread activity such as war-caused disasters, air-raid alarms, or air pollution could require evacuation of larger areas.

Maximum lane capacity is one factor in determining evacuation routes. The most important roads that would be used as evacuation routes are State Highways 121, 12, 29, 128 and 221.

All of these routes are subject to liquefaction, subsidence and flooding. State Route 121 is subject to rockslides and landslides and State Route 12/29 is subject to overpass collapse in the event of seismic activity.

Emergency/Disaster Planning

The City of Napa adopted Resolution 74-308 in November 1974, relating to the organization of the City's Emergency Plan. The City's Emergency Plan is updated and improved regularly. Adoption of this plan entitles the City to State and Federal emergency aid in the event of a declared disaster or emergency. The Plan establishes an identifiable organization to be instituted in the event of an emergency, locates a central point of contact and establishes a communication center. The plan is basically oriented to civil defense but is applicable in the event of natural disaster (i.e., major fire, earthquake, flooding and dam failure).

The State Office of Emergency Services is responsible for preparing regional emergency plans. The City should coordinate with the State to develop a plan that meets local as well as regional needs. Napa has been targeted as a receiver site for regional evacuees. The City must be able to accommodate large numbers of people in the case of an emergency.

A basic need is for public education about emergency planning and disaster preparedness so that individuals assume some responsibility for personal safety.

Concept of Risk

The combined Seismic Safety and Safety Elements examine the potential public safety hazards in the City of Napa in terms of whether the level of risk they present is acceptable, unacceptable or avoidable. An unacceptable risk is one in which the chance of loss of life or property is so high that specific action by government is determined to be necessary to reduce the risk. An avoidable risk is one which can be eliminated by some reasonable action and therefore is not necessary to live with.

Napa's potential safety hazards identified in these elements should be examined in the light of the type of risk presented. The policy and implementation sections of the elements address actions which can be taken by the City to avoid potential safety hazards and will identify those risks which are unacceptable and require specific risk-reduction action.

Definitions of levels of risk: acceptable, unacceptable, and avoidable are simpler in the abstract than the subjective evaluation which must be used in categorizing the risks identified in Napa. What may be an acceptable risk to one person may not be to another. Therefore, the problems the City has in each area can only be judged within the parameters of the past actions and attitudes.

City residents have defined acceptable level of risk in the codes and ordinances adopted by their City Council and by their willingness to continue to live in areas such as Browns Valley, Alta Heights and the flood hazard areas. However, stricter implementation of existing City ordinances, minor changes in them or new ordinances (See Implementation Section), could prevent compounding existing levels at risk. More stringent requirements for engineering and testing prior to development can be taken to avoid future problems and to mitigate existing problems.

Unacceptable risks are those which are indisputably recognized by all residents as too high in terms of potential loss of life or property. Development of land which is clearly unable to support it, is defined as such a public risk.

GOALS, POLICIES AND IMPLEMENTATION ACTIONS

Goals

1. To protect residents and businesses against dangers to life and property in areas where soils, geology, topography, flooding, fire danger or other factors constitute a potential threat.
2. To protect residents and businesses against dangers to life and property in areas where seismic conditions constitute a potential threat.
3. To provide an adequate level of public and private community services as well as provide access to these services.
4. To maintain a reasonable balance between public costs and revenues.
5. To prevent hazard to life and property where soils, geology, topography, fire danger, or other factors and combination thereof constitute a potential threat.
6. To promote intergovernmental cooperation by participating in local, regional and state programs regarding fire, flood, geologic and seismic hazards.
7. To encourage public education programs to increase safety and preparedness of City residents in the event of emergencies or seismic events.

Policies

1. Development shall be regulated to assure adequate mitigation of safety hazards on sites having a history or threat of slope instability, subsidence and seismic dangers including those resulting from liquefaction, ground failure, ground rupture, inundation from dam failure or from flooding and fire.
2. Adequate mitigation of development shall be required on sites with erodible soils to protect against personal dangers and property damage and to assure a level of development which will not result in degradation of water quality. (See Conservation Element Policies B-1 and B-4).
3. Geotechnical investigation shall be required of all sites proposed for development in areas where soil/geology conditions and soil types are subject to building constraints and seismic hazards.
4. Development shall be prohibited in high fire hazard areas unless adequate water, water pressure and road access can be provided. Fire hazards shall be mitigated where appropriate by proper siting, use of fire resistive materials and landscaping with fire resistive materials, and/or by requiring installation of early warning systems (alarms and sprinklers).

5. Residential developments in the Flood Hazard Area shall be designed so that the lowest floor is above the Base Flood elevation. Non-residential developments shall be designed so that the lowest floor is above the Base Flood elevation, or if the lowest floor is below the Base Flood elevation, the building shall be flood proofed to the Base Flood elevation. Developments proposed in the Floodway Area shall submit a hydraulic analysis, utilizing the HEC-2 computer program, showing that there is no rise in the Base Flood Elevation. These regulations may be subject to change following the 1982-83 flood hazard study.
6. Re-planting of vegetation shall be required on unstable slopes to prevent erosion and to restablize slopes to protect structures at lower elevations. Drought resistive plants shall be used for landscaping in the hills to eliminate the need for supplemental watering which can induce landslides and erosion. Landscaping within 50 feet of all buildings in fire hazard areas shall be fire resistive.
7. Development, including any land alteration, grading for roads and structural development, shall be considered on slopes of 30% or greater, consistent with General Plan policies to minimize soil erosion, and flooding, seismic, fire and geologic hazards. Clustering of development may be required on slopes of 15% or greater in order to minimize land and vegetation disturbances, and hazards to life, property, and the environment. Density bonuses or other incentives should be granted to encourage clustering of development away from areas considered unsuitable for development.
8. A full range of community-related services shall be provided within the City limits to promote efficiency and maintain equal levels of service to all portions of the City for existing and future residents.
9. Neighborhood evacuation routes shall be identified. Routes may have to be pedestrian in those areas where access is limited and egress will conflict with fire or other emergency equipment.
10. Programs for public education about safety and seismic safety and emergency preparedness shall be developed and implemented.
11. The emergency plan which provides for adequate response to national and natural disasters shall be maintained. The City shall continue to monitor changes in the Federal Disaster Act and keep City officials and residents aware of the impacts of these changes.
12. Adequate water supply shall be maintained to cover the needs of the community with particular emphasis on fire protection.
13. A voluntary program among real estate salespersons and lenders shall be encouraged to advise potential homeowners of safety and seismic hazards in various parts of the City, the degree of risk and available insurance programs.
14. Fire protection requirements for new construction and remodeled buildings shall be strengthened to reduce the impact of planned growth on fire department capabilities and to provide a reasonable degree of fire and life safety at minimum fire suppression costs. Special emphasis should be placed on construction beyond existing or planned fire response radii and in high fire danger areas.

Implementing Actions

1. Building Code requirements shall be reviewed to determine the adequacy of standards to safeguard against seismic hazards of all kinds and to assure that the code adequately reflects the latest technological advances. The Municipal Code shall be amended to include erosion control regulations and criteria for clustering and density calculations.
2. Soil analysis and hazard mitigation shall be required prior to issuance of use permits for all development proposed on sites prone to erosion.
3. The Municipal Code shall be amended to require fire protection measures including use of fire resistant vegetation and exterior building materials for all development in high fire hazard areas.
4. Prepare an analysis of the Napa River Floodway which evaluates the cumulative effects of all projects constructed or approved in the Floodway since the original computer analysis, and recommended appropriate use of the vacant and underdeveloped lands in the Floodway Area.
5. Review development within the flood hazard area so that it is located and designed to minimize flood and public safety hazards.
6. Geologic studies shall be required which establish a minimum setback from potentially active fault zones and recommend design standards for offices, hospitals, public buildings or other structures for human occupancy. A geotechnical investigation by a qualified engineer shall be required for all sites within active fault zones or fault traces prior to issuance of use permits.
7. The Municipal Code shall be amended to require revegetation of disturbed slopes, cuts, fills, and exposed soils. A plant list shall be developed for developers' use to include drought, and fire resistive varieties.
8. The slope regulations of the Zoning and Subdivision Ordinances shall be revised to require consideration of land alterations, road construction or structural development on slopes of 30% or greater. The basis for consideration shall be consistency with other General Plan policies.
9. Appropriate regulations of the Zoning and Subdivision Ordinances shall be revised to state that clustering of development may be required on slopes of 15% or greater; on lands adjacent to streams and marshes; and in other areas where it is desirable to protect general public scenic areas or general public view corridors, to protect wildlife habitats, or to protect against environmental or safety hazards.
10. Mechanisms shall be developed in the Zoning and Subdivision Ordinances, or other relevant regulations to allow for the transfer of development credits from areas not suitable for development.
11. The City Zoning and Building Code requirements shall be reviewed annually to assure that existing regulations reflect current technology with regard to the safest construction of structures in hazard areas, especially where there is seismic risk. All structures, including new, remodeled and rehabilitated buildings in such areas shall be subject to the new regulations.

12. The Subdivision Ordinance shall not allow creation of any lot which is impractical to develop because of hazardous conditions identified by the various elements of the General Plan. The subdivision ordinance shall be revised to require soils and geotechnical studies and adequate mitigation of potential and identified hazards in designated hazard areas.
13. Levels of service for personnel, equipment and facilities for police and fire protection services to the greatest possible extent shall be maintained. The City's Capital Improvement Program should place high priority on funding street improvements to improve City circulation, access, emergency evacuation routes and the proposed fire station on Trower Avenue.
14. Neighborhood evacuation routes and centers shall be coordinated with the circulation element and the City and regional emergency plan.
15. A public education program should be established through the schools, County Fair, civic organizations and other service groups to distribute information about safety and seismic hazards and emergency preparedness. The City should seek funds to prepare and publish brochures indicating what to do and where to go in the event of safety, seismic, or emergency events. Volunteer aid and financial contributions to these programs should be sought.
16. The adopted Emergency Plan should be reviewed annually by each City department for effectiveness in the event of a natural disaster. The City should undertake emergency drills and hold post drill training seminars to improve emergency preparedness. Some of these drills should be in concert with the County.
17. The City's minimum water distribution pressure standard of 40 psi should be maintained throughout the City with adequate fire protection flows to 20 psi residual.
18. The City should publicize information on safety and seismic hazards in the various parts of the City to real estate offices and lenders.
19. The City's Municipal Codes shall be amended to require:
 - a. Installation of automatic sprinkler systems in all commercial, office, industrial, multi-family residential and clustered development constructed, remodeled or converted in use in areas outside the $1\frac{1}{2}$ mile fire response radii;
 - b. Installation of automatic sprinkler systems in all hotel, motel and other overnight lodging facilities, and mixed uses of commercial, residential occupancies of three or more units;
 - c. Use of pressure-impregnated, fire resistive shingles or shakes for future application of this building material.
 - d. Use of fire resistive exterior building materials on all buildings constructed in high fire hazard areas. Ensure that all development in these areas has adequate access, water supply and fire resistive landscaping.

REFERENCES

Geology - 1975 General Plan, EIR Napa River Flood Control Project EIS

Soils - SCS Napa County Soil Survey

Ground Shaking - USGS and California Division of Mines & Geology

Structural Hazards - Interview, Building Department

People & Facilities Affected - City Emergency Plan

Flood Hazard Area - HUD Federal Flood Insurance Program, Corps of Engineers
Napa River Flood Control Project

Fire Hazards - Interviews with City of Napa Fire Department

Police - Interviews with City of Napa Police Department and California
Highway Patrol

Water System - Interviews with City of Napa Water Department

Minimum Street Width- DKS Circulation Study

HOUSING ELEMENT - 1985 to 1990
(Entire Housing Element Revised April 1, 1986, Res. 86-74)

INTRODUCTION

Purpose

The Housing Element includes an analysis of housing needs, a statement of goals and policies, a schedule of programs and actions, and an estimate of the number of housing units the City expects to be developed, improved and maintained during the 1985-90 period of the Housing Element. The purpose of the Housing Element is to provide a documentation of housing needs and a schedule of actions the City will take to meet a specified number of the City's housing needs.

Intent

The City of Napa Housing Element describes housing needs and sets forth goals and implementation measures intended to address these housing needs. The Housing Element provides a framework for achieving those goals. This document is an expression of local commitment to act to utilize the public and private resources of the community to provide decent and affordable housing for all City residents.

The goals, objectives, policies and programs of the City of Napa's 1982 General Plan are applicable within the entire planning area as described in the Plan's various elements. It is the policy of the City of Napa that urban development take place within the limits defined by the Rural/Urban Limit (RUL) Line. Within the RUL line are several unincorporated areas of developed lands referred to as "county islands." In 1980 it was estimated that approximately 6,850 persons live within these areas. Annexations between April 1980 and January 1985 decreased the unincorporated population within the RUL Line by an estimated 1,680 from 6,850 to 5,170 (673 units x 2.49 population per household). It is expected that by the year 2000 all of these areas will be annexed into the City.

The Housing Element is focused on the Napa housing market, defined as the area within the RUL Line. Because census tracts do not directly correspond to the area encompassed by the RUL Line it is necessary to use the population and housing data for the City of Napa and supplement it with estimates for the entire planning area when appropriate. Since the county islands are indistinguishable from the incorporated portion of the community this limitation should not adversely affect the analysis or conclusions of the Housing Element.

REVIEW AND EVALUATION

In 1980 the Legislature overhauled the laws governing local housing elements, Government Code Section 65580 et seq., in legislation known as Assembly Bill 2853 (AB 2853). Napa's General Plan including Housing Element was revised in a comprehensive update which culminated with the adoption of the General Plan by the City Council in February 1983. Because it was revised after the change in the law, Napa's Housing Element was prepared to meet the new Government Code requirements rather than the Housing Element Guidelines adopted by the State Department of Housing and Community Development (HCD). After its review

of the adopted Housing Element, HCD identified Napa's Housing Element as a model for mid-sized cities.

One portion of the housing element laws, Government Code Section 65588, requires each city and county to complete an initial review and update of their housing elements by a certain date and conduct a similar review and update at five year intervals thereafter. The Government Code also directs each city and county to evaluate the appropriateness of the housing goals, objectives and policies in contributing to the attainment of the state housing goal; the effectiveness of the housing element at meeting goals and objectives; and the progress towards implementation of the housing element. .

In the spring of 1985 while the Planning Department was engaged in the update of the document, the City Council directed the Napa Housing Commission to review and evaluate Napa's Housing Element. From May 28, 1985 through July 9, 1985 the Housing Commission met weekly to review the Housing Element. Since the Planning Department was still engaged in the preparation of a draft of the updated Housing Element, the Housing Commission's review concentrated on the goals, policies and programs of the existing Element, rather than the data and analysis. To assist the Housing Commission with this review, the Executive Director of the Housing Authority, Director of the non-profit Housing Association for Napa Development (HAND), and Director of Samaritan House participated at various times with this review. Other City departments also contributed to the Commission's review of the Housing Element. This review and evaluation process, together with the Housing Commission's review of the draft Housing Element update, served as a basis for the contents of this document.

The fact that the Housing Element was adopted only two years prior, limited the effectiveness of the review and evaluation process. It was impossible, for example, to evaluate the effectiveness of objectives, policies and programs which have not been implemented, largely because they were intended to be implemented in the future. Nevertheless, the Housing Commission's review and evaluation is summarized below. Details of the Housing Commission's review and evaluation are found in the Housing Commission's minutes, available at the Napa Planning Department.

Attainment of State Housing Goal

The goals, objectives and policies of the Housing Element were generally considered appropriate in contributing to the attainment of the state housing goal -- a suitable living environment for every California family. Suggested changes included the establishment of more realistic quantitative objectives and the addition/revision of policies, particularly those associated with the development of housing, which relate more closely to the actual development processes; and a linkage between the Land Use and Housing Elements.

Effectiveness of Housing Element

While it is too early to fully evaluate the effectiveness of the Housing Element, a lack of Federal or State funds has prevented the City from fulfilling the housing needs of the very low and low income households and individuals -- a major shortcoming which is not expected to change within the near future. Locally developed initiatives such as the Special Residential

Development (high density in return for low and moderate senior/handicapped housing), together with the Section 8 rental assistance administered by the Napa Housing Authority and rehabilitation programs administered by HAND make up the bulk of the housing assistance rendered by the City. The relationship between the supply of land designated for housing and the ultimate cost of housing in Napa did not appear to be adequately addressed by the Housing Element which may also limit its effectiveness. In general if the ways and means are found to pursue the Housing Element's programs, it is thought that the programs would be effective at meeting some of the need outlined in the document.

Implementation Progress

Implementation of the Housing Element generally falls into two basic categories--those associated with regulatory activities that impact most heavily on the building industry and moderate and above moderate income households, and those associated with various programs aimed at housing assistance for non-market households. Many of the recommended code changes such as those permitting mobilehomes on lots and "granny units," have been adopted and the Planning Department is currently engaged in the update of the Zoning Ordinance intended to implement the policies of the Housing Element as well as the other Elements of the General Plan. Even without the updated Zoning Ordinance much of the 1982 General Plan's policies are influencing land use decisions since the Municipal Code asserts the supremacy of the General Plan. Progress in the second area of implementation, housing assistance programs, has been severely constrained by the loss or reduction in State and Federal funds. As a result fewer units than desirable have been provided for below market rate households. The loss of supporting resources suggests that locally initiated programs such as density bonuses and relatively new bond/tax incentive programs will play a more prominent role in the future.

COMMUNITY PROFILE

The Region

The City of Napa, the County seat of Napa County, is within the nine county Association of Bay Area Governments. As part of the San Francisco Bay region, the City of Napa shares many of the characteristic problems and opportunities of the region. Napa, like the larger Bay Area, is an attractive place to work and to live. For the most part, employment growth and housing construction have not kept up with the demand for housing. Currently high costs have priced home ownership out of reach of most families. Very little rental housing has been constructed since the early 1970's resulting in relative scarcity of rental units and increasing rents.

As the national economy affects and constrains the regional and local housing markets, the federal budget and funding policies also affect the City's ability to address local housing needs. The Federal budget contains little or no money for construction of new housing for low income households or for housing payments for lower income households in existing dwelling units. With the shortage of rental opportunities and the lack of available housing subsidies, low and moderate income families have a difficult time finding affordable housing.

Population

The population of the City of Napa was counted at 50,879 by the 1980 U.S. Census. This is an increase of 14,776 from the 1970 population of 36,103 of which 2,950 persons were added to the City through annexations. In 1980, an estimated additional 6,850 persons resided in the unincorporated areas within the City's Rural Urban Limit (RUL) Line. The Department of Finance (DOF) estimates the population of the City at 55,121 as of January 1, 1985.

The age profile of Napa is slightly older than the state as a whole as reflected by the difference in median age - 29.9 for the State and 32.9 for the City of Napa. Within Napa 28% of the population is under 19 years of age, with 59% 19-64 years of age and 13% 65 years of age and over. Within the 65 years and over group 38% are men and 62% are women. This population age distribution is a shift from 1975 when only 11% of the Napa population was over 65 and 33% was under 19 years of age. This trend may illustrate the decline in school age children and increase in the number of elderly in the population experienced over the past few years. However, increasing births and school enrollments since 1980 suggest that this trend may be at least temporarily reversed. Many demographers attribute this increase to the baby boom cohort who have delayed child bearing until later years. Thus, while the number of births have increased, the overall birth rate remains relatively constant. This temporary increase in the number of births is expected to peak in 1985-86 or shortly thereafter.

Napa is a predominately white community (93% of persons). Two percent (2%) of the population identifies itself as Asian (predominantly Japanese and Chinese) and 1% as Native American. Napa has 0.2% identifying themselves as black. The largest minority group in Napa is persons of Spanish origin. This group comprises approximately 8% of the population, 4,165 persons. Spanish origin is not reflected in the U.S. Census data for race; roughly one-half of persons of Spanish origin identify themselves as "white" while one-half identify themselves as "other race".

The majority of Napa residents (over 15 years of age) are married: 58%. Because most of the persons age 15-18 are teenagers living at home, the percentage of married adult population is actually somewhat higher than indicated. Twenty-two percent (22%) are single and 20% are separated, widowed or divorced.

Housing

In 1980 there were a total of 20,227 housing units in the City of Napa as estimated by the U.S. Census. This was an increase of 2,366 units from the 1975 Census figure of 17,861, or an average of approximately 470 units added to the City each year. Within the RUL line there were an estimated 12,172 occupied housing units in 1970, and 22,400 in 1980. (1)

1. SRI International, "Summary of Economic Analysis", June 1980, Pg. 23; Planning Department Estimate 22,392.

Basic data on housing units and households for the City of Napa are summarized in Table 10-1. The housing growth for the City's population within the City limits and the RUL is compared for 1980 and 1984.

Table 10-1
Housing Units and Population
City of Napa

	Within City Limits*		Within RUL line	
	1980*	1984***	1980**	1984***
Total Population	50,879	55,184 (6)	57,730	61,476 (11)
Population in Group Quarters	627	736 (5)	630	736
Population in Households	50,252	54,448 (4)	57,100	60,740 (10)
Total Housing Units	20,220	22,775 (1)	22,910	24,792 (7)
Occupied	19,714	22,224	22,392	24,193
Vacant	506	551 (2)	520	599 (8)
Average Persons Per Household-	2.55	2.45 (3)	2.55	2.45 (9)

* U.S. Census, 1980

** Planning Department estimate based on 1980 Census

*** Planning Department estimate based on DOF/PRU Population Estimate of 1/1/85, as follows:

1. 1980 housing units (20,220) housing units (2,555) added through new construction and annexation between 4/80 and 12/84
2. Assumed vacancy rate of 2.42%, an average of DOF (2.84%) and US Post Office (2.0%)
3. Population per household from DOF/PRU Estimated of 1/1/85 (2.45 p/hh)
4. Population estimated by multiplying the number of occupied units (22,224) by the estimated population per household (2.45)
5. DOF/PRU Estimate of 1/1/85
6. Household population combined with group quarters population
7. 1980 housing units (22,910) plus net housing units (1,882) added through new construction
8. Assume same vacancy rate as City of Napa
9. Assume same population per household rate as the City of Napa
10. Population estimated by multiplying the number of occupied units (24,792) by the estimated population per household (2.45)
11. Household population combined with group quarters population

Table 10-2

Housing Characteristics
City of Napa 1980

Number of Rooms in Housing Units

1-2	969
3-4	6170
5	4842
6+	8236

<u>Tenure</u>	<u>Occupied Units</u>	<u>%</u>	<u>Vacant Available</u>	<u>Vacancy Rate</u>
Owner	12,098	61%	150	1.2
Renter	7,616	39%	147	1.9
TOTAL	19,714		297	1.5

Overcrowded Units

1.51 or more persons per room	204
Renter	165
Owner	39

Type

Single Family	17,170	85%
Multi-Family	2,223	11%
Mobile Home	827	4%

The City of Napa's housing stock, predominantly owner occupied, consists of 12,098 units of single-family housing, (61%) including an estimated 624 condominium units in the City (U.S. Census). The City had an estimated 7,616 rental units in 1980 (39%).

Vacancy rates within the City of Napa are extremely low. According to the 1980 U.S. Census 506 units of the total 20,220 units were vacant. However only 297 of those vacant units were available for rent or sale. Therefore the actual vacancy rate for owner occupied housing was 1.2% and for rental housing 1.9%; the overall vacancy rate was 1.5%. It is generally accepted that an overall vacancy rate of 4% (2% for owner occupied housing and 5% for rental housing) is needed to provide for normal turnover in housing units.(2) The City of Napa's 1981 housing vacancy rate of 1.5% shows a severe lack of adequate housing. The Postal vacancy survey of 1985 showed an overall vacancy rate of 2.0% and further reinforces the conclusion that vacancies in Napa remain substantially under levels needed to house the population adequately.(3)

Two sources of data, the 1980 U.S. Census and the City's Annual Rental Survey document the costs of existing rental housing in the City of Napa. Table 10-3 shows the amount of money paid by renters in both multi-family and single-family units, as reported in the 1980 U.S. Census. Note that the median rent paid for all types and sizes of rental housing was \$261 in 1980.

2. California State Department of Housing and Community Development, "Source of Data for Housing Elements," 1981

3. City of Napa Planning Staff, Memo, July 1985.

Table 10-3

Payments for Rental Housing
1980 U.S. Census

<u>Rent (\$)</u>	<u>Households</u>
less than 50	38
50-99	237
100-119	151
120-139	237
140-149	59
150-159	251
160-169	180
170-199	727
200-249	1336
250-299	1848
300-399	1603
400-499	466
500 or more	155
no cash rent	122
TOTAL	7420
Median Rent	\$261

In October 1985, the City of Napa completed a Rental Survey which documented the rents paid for single-family, multi-family, and apartment units in the City by unit size (studio, one through four bedrooms). The results of this survey are summarized in Table 10-4.

Table 10-4

Mean Payments for Rental Housing
1985 Napa Rental Survey

<u>Unit Type</u>	<u>1980</u>	<u>Mean Rent</u> <u>1985</u>
Apartments (5 or more units)		
Studio	\$161	\$268
One Bedroom	247	398
Two Bedroom	284	478
Three Bedroom	381	588
Multiple Family (2-4 Units)		
Studio	-	\$282
One Bedroom	-	342
Two Bedroom	-	433
Three Bedroom	-	569
Houses		
Two Bedroom	340	\$460
Three Bedroom	452	612
Four Bedroom	506	705

The above data reflects average rents paid for units in existing rental developments. It should be noted, however, that the rental survey does not provide reliable information on "recent mover" rents; those rents which people actively seeking housing should expect to pay. Low vacancy rates insure that the rents of vacant units will be greater than the average rents reflected in the survey. Most of these apartments and houses were built before 1970 as there has been very little rental housing in Napa built since the early 1970's (as in California as a whole). The rents charged for newly constructed rental developments could not be expected to be as low as rents charged for existing rental units with lower fixed costs. Current construction costs have made new rental housing substantially more expensive (See Market Constraints Section) both to build and to rent.

The condition of housing in Napa is reflected by the number of units estimated by the Building Department to be in need of replacement or rehabilitation as well as the number of housing units older than 20 years. The 1980 Census indicates that the City's housing stock is relatively modern. An estimated 55.1% of the housing stock were constructed between 1960 and 1980. Another 31.2% were constructed between 1940 and 1959 and 13.3% constructed prior to 1940. The age of the housing stock is only an indirect indicator for housing replacement and/or rehabilitation. The City of Napa Building Department estimates that approximately 500 units are suitable for rehabilitation and approximately 60 units should be demolished. Since 1980, Housing Association for Napa Development (HAND) has rehabilitated 160 housing units. The Building Department estimates that the number of houses suitable for rehabilitation remains somewhere between 400-600 due to the annexation of areas with older homes and the normal aging of the housing stock.

Household Characteristics

While the majority of households in Napa are married couples (57%) there are also a large number of single person households (25%) and many single parent households (12%) as well as unrelated person households (5%), according to the 1980 U.S. Census. Possibly the most difficult housing to find in many cities is that which is appropriate for a family with children where there is only one wage-earner and where home ownership is unaffordable. There are an estimated 1,698 households in Napa with a single parent and one or more children. Most of these households are female headed, approximately 82.4% or 1,399 households.

Elderly persons, often on limited incomes may also have difficulty finding affordable housing. Where elderly persons can live with other family members or can afford and maintain their own home, their housing needs may be met. Many single elderly persons may have need of some form of housing assistance. In Napa there are estimated 6,391 persons over age 65; 59% of these persons live in family households (52% as householder or spouse); 8% of the elderly persons live in group quarters. 32% of the elderly (1,983 persons) live alone. Most of those living alone are women (1,676 persons).

HOUSING NEEDS ASSESSMENT

PURPOSE

The housing needs assessment summarizes the specific types of needs for housing in the City of Napa. Data and housing issues are discussed and analyzed. Housing needs are quantified where possible. The Community Profile provides background information for these housing needs.

State housing law (Government Code Section 65583 (A)(1)-(6)) requires that the housing element "shall consist of an identification and analysis of existing and projected housing needs" which includes:

- Analysis of population and employment trends
- Quantification of existing and projected housing needs for all income levels (including share of regional need)
- Inventory of land suitable for residential development
- Analysis of government constraints upon the maintenance, improvement and development of housing
- Analysis of market constraints upon the maintenance, improvement and development of housing
- Analysis of special housing needs (such as handicapped, elderly, large families, farm workers, and families with female head of household)
- Analysis of possible energy conservation in residential development.

Section 65583 of the Government Code requires that the Housing Element contain an "analysis of population and employment trends and documentation of projections and a quantification of the locality's existing and projected housing need for all income levels." The sections below provide this analysis. Each analysis is intended to provide an independent estimate and understanding of the overall demand for housing within the RUL Line. It is important to note that the projections resulting from each analysis are not cumulative. The purpose of developing separate housing projections is to insure that the future housing needs of the community are adequately addressed. Significant differences in the projections of any one such analysis would suggest that the amount of housing planned for the community should be changed to accommodate the additional need (e.g. a slow growing community with a rapidly expanding employment base; a community experiencing a significant increase in the number of commuters resulting in housing needs unrelated to employment projections, etc.).

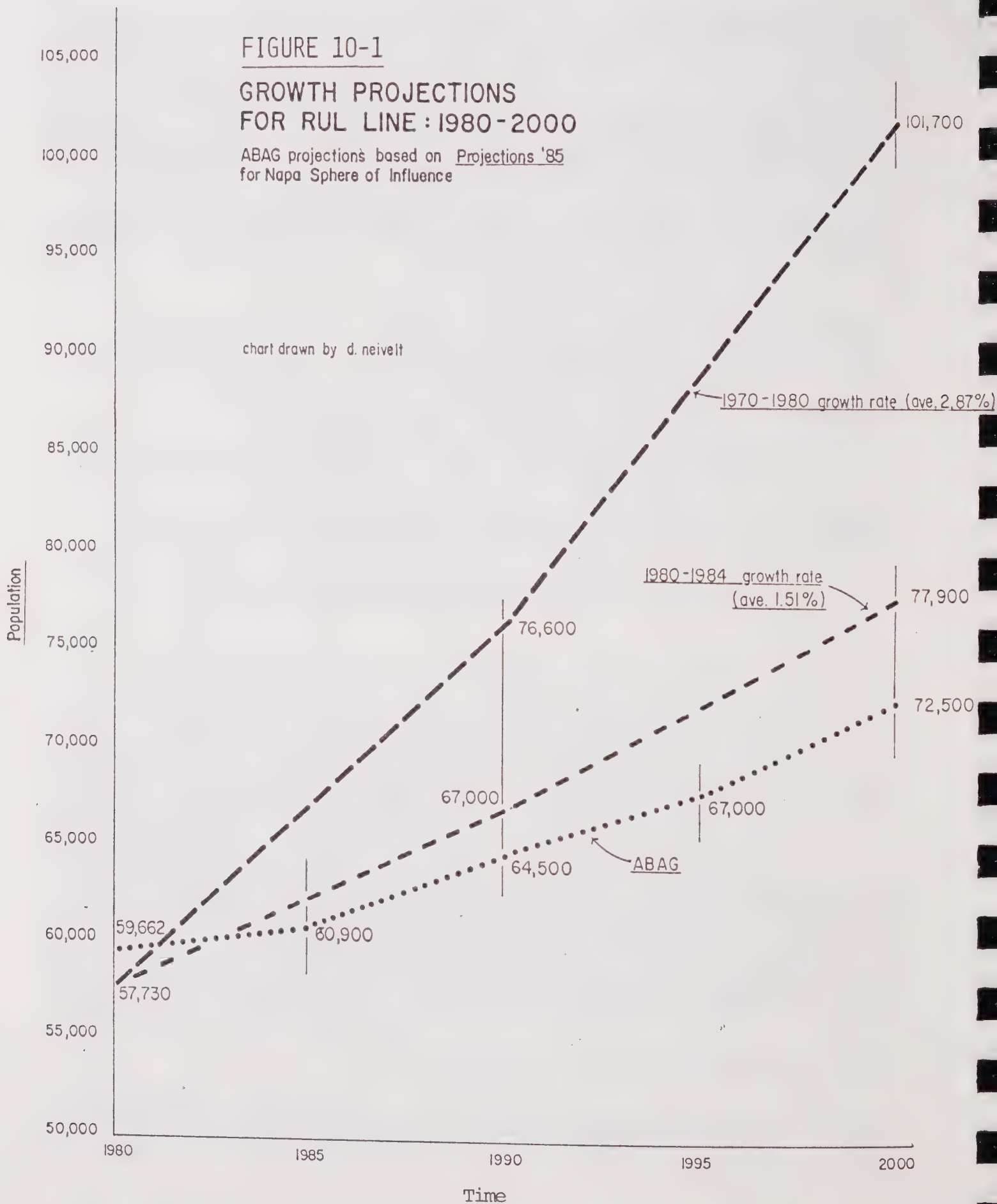
HOUSING NEEDS BASED ON PROJECTED POPULATION GROWTH

Excluding annexations, the City's population increased by 32.7% during the 1970's, compared to Napa County's rate of 25.3% and the Bay Area region's rate of 13%. On an average annual basis the City's growth rate was 2.87% for the ten year period.

FIGURE 10-1

GROWTH PROJECTIONS
FOR RUL LINE : 1980-2000

ABAG projections based on Projections '85
for Napa Sphere of Influence



In 1980 51.3% of Napa County's population were residents of the City of Napa increasing to 53-55% by 1984. The City of Napa, however, accounted for 59% (less 2,950 added by annexation) of the County's total population increase of 20,059 during the 1970-1980 period. Estimates made by the DOF on the components of population change indicate that only 5.3% of the population increase during the 1970's was the result of natural increase (births less deaths). The balance (or 94.7%) was the result of in-migration to Napa County with most of this growth taking place in the City of Napa. This trend is expected to continue, particularly since growth is limited in the unincorporated portion of the County by Measure A.

Between 1970 and 1980 the City experienced an average annual growth rate of 2.87%. From 1980 to 1984 this rate had slowed to 1.51%. Projections '85, prepared by the Association of Bay Area Governments (ABAG), provide comprehensive projections of population, employment, housing and other information useful in local government planning within the nine county region. Figure 10-1 depicts ABAG's population projection for Napa's sphere of influence through the year 2000 in five-year increments beginning within 1980. Use of ABAG's projections, though lower, appear to be reasonable since the City's sphere of influence closely approximates the area defined by the RUL line. Projections based on the 1970 to 1980 and 1980 to 1984 average annual growth rates area also shown on Figure 10-1 and serve as a frame of reference for ABAG's projections. These data suggest a continuation of lower rates through the year 2000, with a 1990 population of approximately 64,700.

Table 10-5 below provides an estimate of 1985 and 1990 housing demand for the RUL line, based on ABAG's population forecast (1980 information from the U.S. Census).

Table 10-5

Housing Demand RUL Line 1985 and 1990
Based on ABAG Growth Projections

<u>Year</u>	<u>Persons</u>	<u>Persons in Households</u>	<u>Persons per Households</u>	<u>Households</u>	<u>Total Housing Units</u>
1980	57,829	57,159	2.55	22,413	22,910
1985	60,900	60,200	2.46	24,460	24,990*
1990	64,500	63,700	2.40	26,500	27,160*

*Adjusted to reflect demolitions and a desirable vacancy rate, see Technical Appendix A for estimation methodology.

HOUSING NEEDS BASED ON PROJECTED EMPLOYMENT GROWTH

Employment Trends

A list of major employers in Napa County is presented in Table 10-6. The largest employer in the County is Napa State Hospital, with 2,500 employees. Other major employers include Napa Valley Unified School District, Napa College, Pacific Bell, Queen of the Valley Hospital, St. Helena Hospital and Health Center and the California State Veterans Home. One of the largest employers of Napa County residents is the Mare Island Naval Shipyard. The

shipyard is actually located outside Napa County in Vallejo, but about 2,500 of its employees are Napa residents.

Employment in Napa County for the 1971 to 1980 period is presented in Table 10-7. As shown, growth has been active, with an overall rate of increase of 4.0% per year. About 10,000 new jobs were generated during this period. The largest increases occurred in the Trade and Services sectors, which added 2,400 and was related to Health Services. The Government, Manufacturing, and Agricultural sectors also contributed notable numerical increases amounting to 1,900, 1,200 and 1,100 jobs respectively. Seventy-five percent of the growth in Manufacturing was related to Food and Kindred Products, which is largely related to the wineries. The Government, Services, and Trade sectors are the largest employment generators in Napa County. Employment in these groups primarily serves the needs of the local population. This growth is closely linked to population trends.

Projected Employment

Historic and projected overall employment for California, the Bay Area, and Napa County is presented in Table 10-8. As shown, growth during the 1980's is expected to keep pace with that experienced during the 1970's. SRI estimated employment for the County on the basis of historic trends of the County, historic and projected trends of the region, and the relationship of County employment to that of the region in the June 1982 "Summary Economic Analysis" for the City of Napa, incorporated herein by reference. ABAG forecasts employment as a part of their comprehensive demographic projections contained in Projections '85.

Based on the projected levels of employment, Napa County can expect an estimated 9,530 to 10,000 new jobs (SRI and ABAG data from Table 10-8) to be created during the 1980's. Commuters are, however, excluded from these projections. The 1980 Census indicates that approximately 24.3% of Napa County's labor force commute to work in locations outside of Napa County. In contrast the same Census data indicates that persons who commute to Napa County from surrounding areas constitute a relatively insignificant 3% of the County's total labor force. To better help local agencies assess the true housing potential of new employment, ABAG has projected "employed resident" as a part of the overall Projections '85. This information has been included in Table 10-8. The difference between employment and employed resident suggests that an additional 1,400 Napa County job holders will commute to locations outside Napa County by 1990.

Table 10-6

Major Employers in Napa County - 1984

<u>Company</u>	<u>Number of Employees</u>
Basalt Rock Company	380
Berglund, Inc.	100
Beringer - Los Hermanos Vineyards	250
Charles Krug Winery	100
Christian Brothers	320
City of Napa	290
County of Napa	740
Domaine Chandon	250
Holiday Inn	140
Kaiser-Permanente Medical Group	100
Kaiser Steel Corporation	500
K-Mart	150
Koret of California	215
Mare Island Naval Shipyard	2500
Mervyn's	160
Montgomery Wards	170
Napa College	250
Napa State Hospital	2600
Napa Valley Unified School District	1300
Nora Group	130
Pacific Bell	640
Pacific Union College	450
PSI	190
Queen of the Valley Hospital	880
Robert Mondavi Winery	210
St. Helena Hospital & Health Center	680
Sawyer of Napa	190
Silverado Country Club	540
Stucco Stone Products	100
Syar Industries	300
U.S. Postal Service	150
Vallergas Markets	100
Veterans Home	980

Source: Napa Chamber of Commerce, March 1984.

Table 10-7
Wage and Salary Employment
Napa County
(000's)

	1971	1972	1973	1974	1975	1976	1977	1978	1979	1980	Numerical Increase 1971-1980	Average Annual Growth Rate
Agriculture	1.8	1.7	2.1	2.5	2.4	2.4	2.4	2.8	2.7	2.7	1.0	4.5%
Mining & Construction	1.0	1.0	1.0	1.1	0.9	0.9	1.0	1.3	1.5	1.3	1.3	2.7%
Manufacturing	3.2	3.2	3.8	4.1	4.4	3.9	3.7	4.0	4.6	4.3	1.1	3.0%
Trade	3.6	3.8	4.3	4.2	4.8	5.0	5.2	5.8	6.1	6.1	2.5	5.4%
F.I.R.E.+	0.6	0.7	0.7	0.8	0.8	0.8	1.0	1.1	1.1	1.0	0.4	5.2%
Services	4.9	5.1	5.5	6.1	6.5	6.6	6.6	7.0	7.4	8.2	3.3	5.3%
Government	6.6	7.0	7.3	7.1	8.1	8.4	8.7	8.9	8.7	8.8	2.2	2.9%
TOTAL	22.9	23.7	25.9	27.7	29.1	29.1	29.8	32.1	33.4	33.8	10.9	4.0%

* Transportation, Communication, and Public Utilities.

+ Finance, Insurance, and Real Estate.

Source: State of California Employment Development Department.

Table 10-8

Historic and Projected Total Wage and Salary Employment
For California Bay Area & Napa County

	1972	1980	1990
<u>California</u>	7,209.3	9,837.6	12,150.0*
Average annual growth			
Number (1,000's)		328.5	231.2
Percent		3.1%	2.1%
<u>Nine-County Bay Area</u>	1,784.8	2,431.0	3,000.0+
Average annual growth			
Number (000's)		80.8	56.9
Percent		3.9%	2.1%
<u>Napa County</u>	23.7	34.0	44.0**
Average annual growth (SRI)			
Number		1.3	1.0
Percent		4.6%	2.6%
<u>Napa County</u>	23.7	35.9	45.4***
Average annual growth (ABAG)			
Number (1,000's)		1.5	1.0
Percent		5.3	2.4%
<u>Napa County-Employed Residents</u>	----	43.2	54.1***
Average annual growth (ABAG)			
Number (1,000's)		---	1.0
Percent		---	2.3%

* Estimated by Center for Continuing Study of the California Economy.

+ Interpolation of projections prepared by the Association of Bay Area Governments and the Center for Continuing Study of the California economy.

** Estimated by SRI International based on historic and anticipated trends for the County and relationships to the region.

*** ABAG estimate for Napa sphere of influence.

Sources: California Employment Development Department: Center for Continuing Study of the California Economy; SRI International, Basalt/PCP and Airport North Industrial Area EIRs, ABAG Projections '85.

Labor Force Changes

The percentage of the total population which is in the job market, either currently employed or unemployed, is the labor participation rate. Between 1972 and 1980 wage and salary employment increased by an average of 4.0% annually. Population growth during the decade averaged 2.87% annually, indicating that the labor force participation rate was relatively low and could expand with existing residents.

Changes in the labor participation rate play an important role in determining whether employment growth results in population growth, and hence additional housing needs, or whether newly created jobs are taken by existing residents. For example, when the percentage of those in the labor market is relatively small (indicating that the labor force participation rate is low), employment growth does not necessarily induce population growth at the same rate; when the percentage of those in the labor force is relatively high (indicating that the labor force participation rate is high), employment growth will cause or stimulate population growth. Under these conditions population growth will exceed or parallel the rate of employment growth.

Another way to understand labor force participation is the dependency ratio - the number of persons in the community who are in some way (either directly or indirectly) supported by persons in the labor market. For example, a labor force participation rate of 50% indicates that each person in the labor force supports one person not in the labor force; this relationship can be expressed as a ratio.

Census data indicate that the labor force participation rate for the Napa area was 26% (1:2.85) in 1970. By 1980 labor force participation had increased to 49% (1:1.04). Able-bodied persons between the ages of 16 and 64 comprised 63.4% of the population in 1980, and represent the nominal maximum labor force participation rate. Practical consideration (i.e., child rearing, lifestyle choices, etc.) limit labor force participation to a maximum of 55% to 60%.⁽⁴⁾ Nationally labor force participation is expected to increase by 16% during the 1980's.⁽⁵⁾ However, because Napa County's population is slightly older than the nation as a whole (as reflected in the median age: 34.7 for Napa County; 30.0 for the U.S.), it is reasonable to assume that Napa County's labor force participation rate will be less than the national average. Using ABAG's projected "employed resident" figure of 57,900 (adjusted by 7% to account for unemployed residents who are in the labor force) an estimated 53% of Napa County's total projected 1990 population of 109,350 will be in the labor force.⁽⁶⁾ A labor force participation rate of 53% represents a dependency ratio of 1:0.89.

4. Larry J. Kimball and David Shulman, "Growth In California: Prospects and Consequences," Public Affairs Report, Vol. 21, University of California (Berkeley, CA, 1980), p. 1.

5. George Sternlieb, James W. Hughes and Connie O. Hughes, Demographic Trends and Economic Reality: Planning and Markets in the '80's, (Piscataway: Center for Urban Policy Research, 1982), p. 45.

6. Seven percent adjustment suggested by Raymond Brady, ABAG; and approximates nine-year average 7.4% source Employment Development Department "Annual Planning Information."

With a labor force participation rate of 53% it is both reasonable and prudent to assume that virtually all new jobs will reflect new demands for housing, either directly or indirectly through job replacement.

Employment Based Housing Needs

Assuming that Measure A (a growth management system limiting the number of building to a one percent population growth rate in the unincorporated area of Napa County) remains in effect through 1990, and that the area within the RUL Line continues to account for nearly 60% of all new Napa County residents (based on growth rates and residential patterns between 1970 and 1980), projected employment growth, including commuters, has the potential to increase the 1990 RUL Line population by an estimated 8,490 persons with a corresponding demand for 5,330 housing units. Projected employment could result in a 1990 RUL Line population of 67,020.(7)

Relationship of Wage/Salary Levels to Housing Cost

Housing need estimates based on employment projections are useful in meeting other Government Code requirements. Section 65913.1 of the Government Code states in part:

In exercising its authority to zone for land uses, a city, county or city and county shall designate and zone sufficient vacant land for residential use with appropriate standards in relation to zoning for nonresidential use, and in relation to growth projections of the general plan to meet housing needs as identified in the General Plan.

It is the policy of the City of Napa to balance employment opportunities with the provision of housing, matching housing cost to wage levels.

One way to view the relationship between wage/salary levels and housing cost is to compare household income derived solely from wages and salaries (no transferable equity or other sources of income) with housing costs using conventional standards of affordability. Table 10-9, estimates the cost of affordable housing (total housing price for ownership and monthly housing costs for rental households) for average wage/salary incomes for each sector of the economy (excluding governmental employees). This simplified example, based on Census data adjusted for inflation and number of employees per household, illustrates relationship between wages/salary levels and housing costs. Although the table shows a wide range of affordable housing costs, an "average" household whose income is based on wages and/or salaries alone could afford a \$63-64,000 home or a monthly housing cost of about \$530.

Need for Cooperation

Projected levels of employment through the 1980's assume a continuation of historic trends for all sectors of the economy. A significant change in the employment rate of any one sector could produce correspondingly significant changes in the number of housing units needed. The manufacturing sector in particular, is potentially volatile. SRI estimates that the development of

7. See Technical Appendix B for estimated methodology.

Table 10-9
Estimated Relationship Between Wages/Salaries and Housing Cost

SECTOR	1982 NUMBER EMPLOYEES	1982 ANNUAL PAYROLL (\$)	1982 AVERAGE INCOME (\$)	1985 ESTIMATED AVERAGE INCOME (\$) *	1985 AVERAGE ANNUAL WAGE/SALARY HOUSEHOLD INCOME (\$) **	ESTIMATED MAXIMUM HOUSING COST (\$) ***	ESTIMATED AFFORDABLE MONTHLY HOUSING COST (\$) +
Agriculture	271	2,855,000	10,535	12,220	15,398	46,194	384
Mining	---	---	---	---	---	---	---
Construction	1,202	23,505,000	19,554	22,683	28,581	85,744	714
Manufacturing	4,775	10,411,000	21,803	25,291	31,867	95,602	796
Trans-Utilities	1,493	35,068,000	23,488	27,246	34,330	102,991	858
Wholesale Trade	827	13,368,000	16,164	18,750	23,625	70,877	590
Retail Trade	6,459	58,603,000	9,073	10,524	13,261	39,783	331
F.I.R.E.	1,167	16,781,000	14,379	16,680	21,017	63,051	525
Services	8,050	96,096,000	11,937	13,847	17,447	52,343	436
Nonclassified	---	---	---	---	---	---	---
TOTAL	24,244	256,687,000	N/A	N/A	N/A	N/A	N/A
AVERAGE	N/A	N/A	14,452	16,764	21,123	63,371	528
WEIGHTED AVERAGE++	N/A	N/A	15,866	18,405	23,191	69,573	579
MEDIAN	N/A	N/A	N/A	17,715	22,321	66,964	558

Source: County Business Patterns 1982, U.S. Bureau of the Census.

* Adjusted by 5% for three years to account for income increases and inflation.

** Average income multiplied by 1.26 to account for number of wage earners in household.

*** Estimated gross household income multiplied by 3.0.

+ Estimated 30% of 1/12 of household income.

++ Average based on figures in columns; assign equal weight to each data item.

industrial land will average about eight to ten acres per year but cautions that the entry of a large company could increase projected industrial absorption rates. As a result, economic development efforts which increase employment could also increase the demand for housing.

Two specific economic development programs currently under consideration have the potential to increase employment related housing needs and should be carefully monitored. Seeking a wider role in Napa Valley's tourist economy, the City of Napa is in the process of developing an overall development strategy including efforts to more fully utilize the Napa River. If successful the hotels, motels, restaurants, etc., developed under this strategy will increase employment in the service industry.

Napa County is currently considering a specific plan for the industrial development of the area around the Napa County Airport. According to the Draft Airport Area Industrial Specific Plan and EIR, the proposed Plan could double the projected rate of County-wide industrial land absorption from 10 to 20 acres per year. Although phasing mechanisms were proposed but rejected by Napa County, the exact impact of the Airport area Industrial Development Program on the housing market remains uncertain. However, any increase in housing demand in a housing market characterized by supply constraints can be expected to accelerate housing costs and rents.

REGIONAL HOUSING NEEDS

State legislation enacted in 1980 (Chapter 1143, statutes of 1980; AB 2853) requires the Association of Bay Area Governments (ABAG) and other councils of governments (COGs) in California to determine existing and projected regional housing needs. The local shares of regional housing needs are to be considered in the development of city and county housing elements of local general plans. Regional housing need is not defined precisely in the statutes, but the regional housing needs determination process is defined in Section 65584 of Article 10.6 of the Government Code:

. . . a locality's share of regional housing needs includes that share of the housing need of persons at all income levels within the area significantly affected by the jurisdiction's general plan.

ABAG's determination of the existing and projected regional need for housing and the local shares of such needs, takes into account the following factors as specified in subsection (1) of Section 65384:

- * Market demand for housing
- * Employment opportunities
- * Availability of suitable sites and public facilities
- * Type and tenure of housing
- * Housing needs of farm workers

ABAG's July, 1983 Housing Needs Determinations Report defines the 1980-90 projected regional housing needs for the City of Napa. In summary, the report indicates that the City's share is 4,811 housing units over the ten year period.

CITY OF NAPA (8)

1980 Existing Needs
793

Projected Needs 1980-90
4,811

The 4,811 projected housing needs figures is derived from an ABAG equation that establishes the number of units needed to provide for projected household growth and, at the same time, keep the market in balance. This figure includes the number of units calculated to be the 1980 existing need, plus the number required to provide the projected household growth between 1980 and 1990. The equation provides for the 1990 projected number of households (26,220) divided by 1 minus the 1990 optimal vacancy rate (0.487) minus the 1980 available housing units (22,751) and is as follows:

$$26,220 / (1 - .0487) - 22,751 = 4,811(9)$$

The projected housing needs also considers the type and tenure of housing, assuming the 1980 U.S. Census percentages for type and tenure are held constant. These percentages are as follows:

PROJECTED HOUSING NEEDS BY HOUSING TYPE

Single Family
3,560 (74%)

Multiple Family
1,049 (21.8%)

Mobile Home
202 (4.2%)

PROJECTED HOUSING NEEDS BY TENURE

Owner
2,954 (61.4%)

Renter
1,857 (38.6%)

The projected needs figure of 4,811 is further allocated by income distribution. The proportion of the income distribution of the City's share regional housing needs is derived from the 1980 U.S. Census percentages for income categories and is averaged with the county's and region's income distribution percentages. The income distribution for the City's projected regional housing needs is:

PROJECTED HOUSING NEEDS BY INCOME CATEGORY

Very Low
1,203 (25%)

Low
818 (17%)

Moderate
1,010 (21%)

Above Moderate
1,780 (37%)

8. Existing needs are calculated for municipal boundaries in 1980; Projected needs are calculated for sphere of influence which generally corresponds to the RUL line and includes existing needs.

9. "Housing Needs Determinations, San Francisco Bay Region," ABAG, July, 1983, page 58.

ABAG's assumption is that each jurisdiction's income distribution should be moving towards the regional income distribution. The resulting numbers from the procedure described above do not imply that each jurisdiction must produce the identified amount of very low, low, moderate and above moderate income housing. They do, however, mean that the City must take steps to insure that a net increase in the number of units available for each category occurs by 1990. Section 65583(b) of the Government Code states in part as follows:

It is recognized that the total housing need identified pursuant to subdivision (a) may exceed available resources and the community's ability to satisfy this need within the content of the General Plan requirements outlined in Article 5 (commencing with Section 65300). Under these circumstances, the quantified objectives need not be identical to the identified existing housing needs, but should establish the maximum number of housing units that can be constructed, rehabilitated, and conserved over a five-year time frame.

It should be noted that despite this language, which seems to relieve the City from meeting all of the housing needs for all income levels, the identification and inclusion of housing needs by income category does require a commitment on the part of the City to undertake efforts to meet these needs. In adopting the Government Code provisions for local government housing elements, the Legislature indicated that one of its purposes was "to assure that counties and cities recognize their responsibilities in contributing to the attainment of the state housing goal."

The City of Napa studied the July, 1983 "ABAG Housing Needs Determinations San Francisco Bay Region" and found ABAG's (AB2853) Regional Housing Needs consistent with the 1982 General Plan. The adoption of ABAG's regional housing needs was formalized in Resolution 83-231 adopted on October 11, 1983.

RELATIONSHIP OF HOUSING NEEDS TO 75,000/YEAR 2000 POLICY

Figure 10-2 and Table 10-10 depict housing projections based on population growth trends, increased employment and ABAG's (AB2853) Regional Housing Needs (population based on housing). This comparison indicates that the population and housing projections for each analysis vary considerably. While differences in methodology and assumptions may account for some of the apparent variation, these figures indicate that projected employment growth will generate housing needs that exceed those associated with forecasted population growth or with ABAG's (AB2853) Regional Housing Needs. Considering the cautious approach to population growth reflected in the City's and County's General Plans, the projected employment related housing needs suggest that the City and County jointly study the relationship between economic development, employment, land use, and housing in an effort to coordinate policies. ABAG's (AB2853) Regional Housing Needs, however, provide a base figure for planning the community's housing needs through the 1980's.

FIGURE 10-2
PROJECTED HOUSING NEEDS

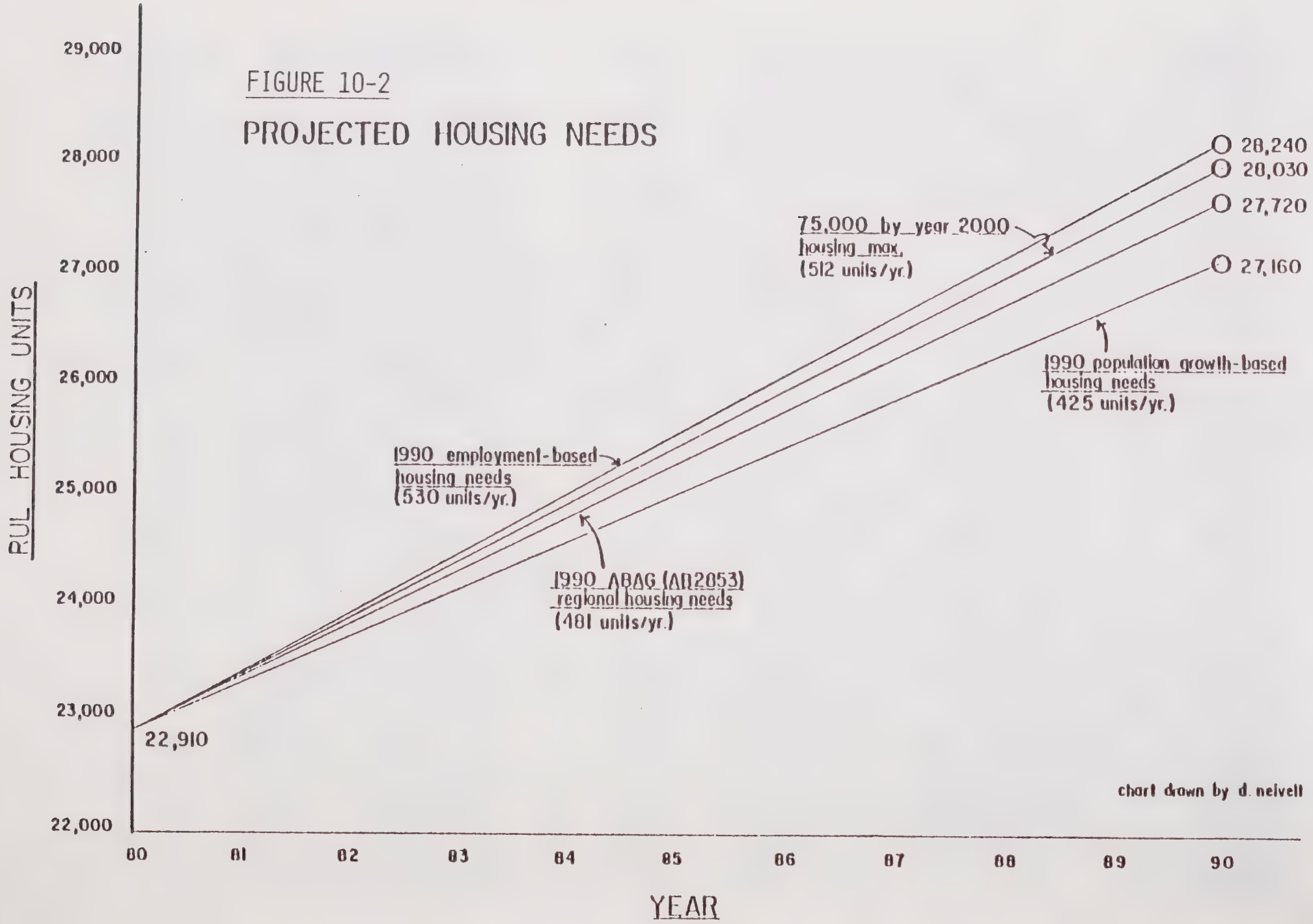


chart drawn by d. neivell

Construction of 4,811 new residential units between 1980 and 1990 would satisfy Napa's aggregate share of regional housing needs. Assuming this number of units could be built by 1990, that would leave 5,420 units to the year 2000, consistent with the 75,000/2000 population policy. If development of the units were averaged over the 20 year period from 1980, the rate of development would be 512 units per year. In contrast about 480 new units per year represents Napa's total share of the 1980-90 regional housing need on an average annual basis. Figure 10-2 and Table 10-10 also compare year 2000 housing needs based on the 75,000/year 2000 goals with ABAG's (AB2853) Regional Housing Needs through 1990.

It should be noted that the number of housing units required to meet the 1990 regional housing needs is more than half that needed to house a population of 75,000. This is due to a continued decline in the population per household which is a significant factor in estimating the number of housing units needed to accommodate a given population.

Table 10-10
Comparison of 1990 Projections
Population and Housing within the RUL

PROJECTION	1990 POPULATION	NEEDED HOUSING UNITS	Average Annual # HOUSING UNITS
ABAG Population Growth	64,500	27,160	425*
Employment Growth	67,020	28,240	530**
ABAG Regional Housing Needs	64,850	27,720	481***
75,000/YEAR 2000 POPULATION AND HOUSING ESTIMATE			
	75,000	33,140	512****

* See Technical Appendix A for Estimating Methodology

** See Technical Appendix B for Estimating Methodology

*** See Technical Appendix C for Estimating Methodology

**** See Technical Appendix D for Estimating Methodology

Housing Units Added Since 1980

Based on Building Department records, approximately 1,882 new units (additions less demolitions) have been added to the housing stock in the RUL Line between April 1980 and December 1984. As a result the overall projected housing needs should be reduced accordingly. These adjustments are contained in the table below. Averaged over the next six years, approximately 395, 575 and 488 units of housing would be required annually for each projection when the units added to the housing stock are accounted for.

Table 10-11

Housing Needs Adjusted for Housing Units Added Since 1980

Projection	1980-90 Needed Housing Units	1980-84 Added Housing Units	1985-90 Needed Housing Units
ABAG Popula- tion Growth-	4,250	1,882	2,368
Employment Growth-	5,330	1,882	3,448
ABAG Regional Housing Needs-	4,811	1,882	2,929

INVENTORY OF LAND SUITABLE FOR RESIDENTIAL DEVELOPMENT

Napa Land Use/Vacant Land Inventory

During the winter of 1984-85 the Planning Department developed a Land Use/Vacant Land Inventory Program which collected data on the use of land and the area of all parcels in the area encompassed by the RUL Line of the 1982 General Plan. From this data base the City's Data Processing Department developed a Residential Development Potential report program which quantifies the vacant-undeveloped and under-utilized parcels for each of the four residential land use designations of the General Plan by planning area. The Vacant Land Inventory is organized by residential land use designation rather than zoning district since rezonings are required to phase in the increased densities established by the Land Use Element of the General Plan.

Table 10-12 depicts the potential housing units that can be added to the housing stock within the RUL Line under current General Plan policies. With the exception of Estate Residential, housing densities for each residential designation are expressed in terms of a range; a minimum and maximum density. As a result the number of potential housing units are estimated for three levels of possible density.

Assuming that 25% of the total vacant-undeveloped and under-utilized land is never made available to the housing market for a variety of economic and personal reasons, the 1982 General Plan can accommodate an additional 6,700 to 13,000 housing units with a corresponding population range of 77,100 to 92,700 depending on the assumed population per household.

Table 10-12

Estimated Housing Capacity Range of the 1982 General Plan*

LAND USE DESIGNATION	TOTAL ACRES	ASSUMED AVAILABLE ACRES (75%)	%	LOW-RANGE DENSITY POTENTIAL HOUSING UNITS	MID-RANGE DENSITY POTENTIAL HOUSING UNITS	HIGH-RANGE DENSITY POTENTIAL HOUSING UNITS
Estate Residential (up to 3.0 du/ac)				0.75 du/ac	0.75 du/ac	0.75 du/ac
vacant-undeveloped	364.56	273.42	16.25	205	208	205
underutilized	405.70	304.27	18.08	228	228	228
Low Density Residential (>3.0 to 6.0 du/ac)				3.0 du/ac	4.5 du/ac	6.0 du/ac
vacant-undeveloped	145.61	109.20	6.49	327	491	655
underutilized	267.79	200.84	11.93	602	903	1205
Medium Density Residential (>6.0 to 12.0 du/ac)				6.0 du/ac	9.0 du/ac	12.0 du/ac
vacant-undeveloped	541.79	406.34	24.15	2438	3657	4876
underutilized	393.32	294.99	17.53	1769	2654	3539
High Density Residential (>12.0 to 25.0 du/ac)				12.0 du/ac	18.75 du/ac	25.0 du/ac
vacant-undeveloped	33.15	24.86	1.47	298	466	621
underutilized	91.28	68.46	4.06	821	1283	1711
ACREAGE TOTAL	2243.20	1682.40	100.00	*****	*****	*****
POTENTIAL HOUSING UNITS				6691	9890	13042
Housing Units 1980				22910	22910	22910
Units Added 1980-84				1882	1882	1882
HOUSING UNIT TOTAL				31483	34682	37834
POPULATION ESTIMATES AT DIFFERENT P/HH RATES						
POPULATION TOTAL - 2.45 P/HH				77134	84971	92694
POPULATION TOTAL - 2.40 P/HH				75559	83237	90803
POPULATION TOTAL - 2.35 P/HH				73985	82503	88911
POPULATION TOTAL - 2.30 P/HH				72411	79769	87019

* See Appendix E for methodology and technical details.

Table 10-13

Comparison of Adjusted 1990 Housing Needs and
General Plan Housing Capacity

<u>Housing Needs</u>	<u>General Plan Housing Capacity in Housing Units</u>		
	Low-Range	Mid-Range	High-Range
ABAG Population Growth- (4,250 - 1,882 = 2,368)	6,691 <u>-2,368</u> 4,323	9,890 <u>-2,368</u> 7,522	13,042 <u>-2,368</u> 10,674
Employment Growth- (5,330 - 1,882 = 3,448)	6,691 <u>-3,448</u> 3,243	9,890 <u>-3,448</u> 6,442	13,042 <u>-3,448</u> 9,594
ABAG Regional Housing Needs- (4,811 - 1,882 = 2,929)	6,691 <u>-2,929</u> 3,762	9,890 <u>-2,929</u> 6,961	13,042 <u>-2,929</u> 10,113

Table 10-13 compares the identified housing needs through the 1980's, adjusted for the housing units produced between 1980 and 1984, with the housing potential of the General Plan. These data clearly show that the projected 1990 housing needs can be accommodated on vacant-undeveloped and under-utilized land designated for residential development.

SPECIAL NEEDS

Although the aggregate number of households needing housing in Napa is defined above, there are some groups who need housing of a particular type. Elderly households may need smaller "efficiency units" to make independent living possible. Likewise some handicapped persons may need housing with wheelchair access. Large families need housing with more than 2-3 bedrooms. Farmworkers may require seasonal housing within the agricultural area or may need permanent and larger units where a family lives year-round. Single parent households, particularly those headed by females, family households may need housing appropriate for children's needs (extra bedrooms and/or nearby schools and playgrounds). In addition, the need for emergency shelter for individuals and families is also a special housing need.

Elderly/Senior Citizens

The Housing Assistance Plan (HAP) estimates that 28% of all Napa households are elderly or handicapped with need for housing appropriate to those needs (accessibility, care facilities). As detailed in the COMMUNITY PROFILE, Napa has an estimated 6,391 persons over 65 years of age and make up 12.6% of Napa's 1980 population. Data from the 1980 Census indicates that 513 of Napa's population over 65 years of age live in group quarters (420 are institutionalized) and 5,878 reside in households. An estimated 3,755 of Napa's elderly and senior citizen population live with their families (including 1,983 living alone) and 2,123 live in households with other

unrelated individuals. Approximately 35.8% of the 3,258 elderly householders, whose housing costs were established by the 1980 census, pay more than 25% of their gross income for rent and/or housing cost and break down as follows:

	<u>Rent</u>	<u>Own</u>
Female Householder-	584	155
Male Householder-	86	41
Married Couple-	147	154
Total-	817	350

The 1980 Census also indicates that 77 householders or 1.3% of householders 65 years of age or older have incomes below the officially established poverty level. In total an estimated 456 elderly residents have incomes below the poverty level. None of these individuals could afford to rent without governmental assistance.

Since 1981 the City of Napa has approved 14 housing projects designed exclusively for elderly/senior citizens. These projects (some of which have been constructed) will add 816 units to the City's housing stock when constructed. Through the use of density bonuses and the City's Special Residential policies, permitting densities up to a maximum of 60 dwelling units per acre, an estimated 552 units of these units will have rents which are are affordable to low "or" moderate income senior citizens and/or handicapped persons.

Beginning in the spring of 1984 the City's policies have required that a specific number of the units have rents affordable to low income senior citizens making the units affordable to low "and" moderate income senior citizens rather than low "or" moderate income seniors. The actual number is based on a sliding scale; the greater the density, the greater the proportion of units with rents affordable for low income senior citizens.

Based on the above analysis, helping the elderly to maintain their present homes should be considered an important housing objective. New developments for the elderly and senior citizens have consisted of individual apartments or congregative living apartments. While the full range of housing needs for the elderly have not been met, the number of units of elderly/senior citizen housing approved in the recent past suggest that other housing needs of other groups should receive greater attention.

Handicapped Persons

In discussing the handicapped and their housing needs, three broad categories are identified: the physically disabled, developmentally disabled and mentally disordered. Reliable data on these individuals is difficult to obtain from conventional sources such as the 1980 Census. As a result much of the data and analysis below was provided by individuals from organizations involved with the provision of services to the handicapped.

The 1980 Census measured both work disabilities and public transportation disabilities for individuals over 16 years of age. Although public transportation disabilities excludes children, it is probably a more reliable indicator of handicapped housing need than work disabilities since the latter includes temporary conditions that prevent work for six months or more. The

1980 Census indicates that Napa has 1,088 individuals that have a public transportation disability of which 614 are elderly.

Assuming that the housing needs of elderly individuals with public transportation disabilities are included in the above discussion of elderly/senior citizens housing needs and that each of the remaining individuals with a transportation handicap reflects a household, approximately 474 or 2.4% of Napa's households have individuals with handicaps which have housing implications. While the exact nature of housing needs of the handicapped are not known, it is reasonable to believe that they generally have the same or greater need for affordable housing as other groups. Accessibility to bathroom facilities, doorway clearances, kitchen facilities, parking areas, pathways and entrances are of particular importance for the handicapped. Other desirable features housing units for the handicapped include single-story, ground floor units with security features.

Jim Featherstone of Napa County's Human Services Delivery System offers the following observations on the housing needs of Napa's mentally disordered population:

Most research indicates that fifteen percent of the population will suffer from a major mental illness. The onset of this debilitating illness is usually early adulthood. For most, the result is loss of employment, family and friends. Their lives are spent in a revolving door of hospitals, crisis centers and board and care homes. The largest number of this group are capable of living independent and productive lives. Essential elements to their recovery seem to be some use of psychotropic medication, occasional use of residential treatment resources, employment training and job placement, peer and family support and most critical, community based housing.

Individuals exhibiting symptoms of a severe mental illness pose unique housing problems, even in a community with available housing stock. As the squeeze of a shrinking vacancy rate begins to limit housing for the lower income groups (young, single, elderly, etc.), the mentally ill with visible stigmatized handicaps are all but ignored when competing for this dwindling resource. This problem while significant in any community, is exacerbated in Napa by the impact of the State hospital. As recent as the late sixties, Napa State Hospital housed 5,000 residents who originated from many parts of California. Today there are approximately 1,200. Only twenty of these individuals are from Napa County. Yet, many people originating from other counties have remained in Napa County long after ending their stay at Napa State Hospital. Of the two hundred and fifty mentally ill people currently on our case loads at H.S.D.S., seventy percent of those entered Napa County through Napa State Hospital.

This long term trend of resettling the mentally ill into Napa through the State hospital system has significantly impacted our ability to place people in residential settings. This handicapped group requires a continuum of housing resources to include individual dwellings, group living facilities, small family homes and small residential treatment centers. Without this continuum, people will be forced to live in ghettos which will further stigmatize and isolate them. With this resource unavailable to the mentally ill, they are forced to live in poorly supervised ghettos with others who have

similar illnesses. The number of board and care homes located in the American Canyon area is an excellent example of this phenomenon.

The North Bay Regional Center (NBRC) funded by the State of California, provides care and support services to the developmentally disabled and their families. NBRC has a current case load of 337 clients who are Napa County residents. Of these an estimated 61% are living in their own home, 26% in a community care facility, 8% in independent living facility (limited supervision and assistance) and 4% in skilled nursing facilities. As with the mentally disordered, the housing needs of the developmentally disabled depend on the nature and degree of the disability. However, unlike the situation with the mentally disordered, the presence of Napa State Hospital has no effect on the number of developmentally disabled or their housing needs.

A Draft of NBRC's 1986-89 Needs assessment indicates the following housing needs: (1) three adult ambulatory/nonambulatory residential care homes (wheelchair accessible) over the next three years to serve an estimated 28 clients; (2) two homes designed to serve 10 elderly persons (wheelchair accessible) with developmental disabilities over the next two years; and (3) the provision of semi-independent living apartments under Section 8, with attendant/manager support for 20 individuals. (10)

Large Families

Large families, defined as six or more persons in a family, account of 609 or 3.1% of Napa's households. The tenure of large family households break down as follows:

	<u>Rent</u>	<u>Own</u>
Large Family Households-	243	366

The tenure of large families closely approximates that of the general population. However, since large families need homes with four or more bedrooms which generally cost more than homes with fewer bedrooms, large families may experience disproportionate overcrowding and/or over payment (more than 25% of their gross income for housing).

Overcrowding

Overcrowding is defined as more than 1.01 persons per room and severe overcrowding is defined as more than 1.50 persons per room. Census data indicates that 513 or 2.6% of Napa's households suffer from overcrowded housing conditions. Approximately one-half of these household experience severe overcrowding. The tenure of overcrowded households break down as follows:

	<u>Rent</u>	<u>Own</u>
Overcrowded Households-	184	72
Severe Overcrowded Households-	175	82

This information shows that approximately 70% of overcrowded households rent their homes, a significantly higher percentage than the general population. Unlike large families, this strongly suggests that overcrowded households simply lack the financial resources to afford adequate housing.

Single-Parent Households

According to the 1980 Census, 1,923 or 9.8% of Napa households consist of families headed by females with no husband present. An estimated 1,399 or 73% of these have children under the age of 18. Census data also show that 530 or 2.7% of Napa households consist of families headed by males with no wife present. An estimated 299 or 56.4% of these have children under the age of 18.

Approximately 56.9% of Napa's households headed by females with no husband present and 44.1% of households headed by males with no wife present (includes individuals living alone) pay more than 25% of their household income on housing. The tenure of these households break down as follows:

	<u>Rent</u>	<u>Own</u>
Female Headed Households	2,159	653
Male Headed Households	1,760	777

This information indicates that the absence of an additional wage earner and the lower income earned by women workers reduce the ability of single-parent households to compete for housing. It also indicates that affordability is a significant housing problem for single-parent households generally and those headed by females in particular. For example of the 6.6% of Napa families with incomes below the official poverty line, an estimated 45.3% are headed by females with no husband present - 95% of these have children under the age of 18. Comparable information on the poverty status of single-parent households or families headed by males is not available.

These data also support the need for expanded low-cost, child care services and facilities in order to help meet the housing needs of this group indirectly.

Farm Workers

Farm workers are defined as those households whose wage-earners make their living through seasonal agricultural work and who move with the seasons to different farming areas or communities. Year-round residents who work in agriculture doing similar work but who live in Napa year-round, are included in the City's estimates of households needing assistance where they are estimated to have affordability problems.

ABAG estimates that there will be approximately 3,630 seasonal and year-round agricultural workers in 1985 in Napa County as a whole. ABAG estimates that there were 2,730 seasonal and year-round resident agricultural workers in Napa County in 1980. Although ABAG is unable to determine how many of these workers are seasonal residents versus year-round residents, local estimates

are that almost all of these workers are year-round residents of Napa County and cities.(11) This is confirmed by State Employment Development Department statistics which show as few as 50 non-local seasonal agricultural workers employed in Napa County out of 2,500 total agricultural workers.

A Task Force to study housing needs, including those of farm workers, has recently been formed by the County of Napa and includes the Executive Director of the Napa Housing Authority. Napa's Housing Commission has taken steps to stay informed and review any recommendations made by the Task Force.

Emergency and Temporary Shelter Needs

Quantitative data on Napa's emergency and temporary shelter needs is nearly impossible to obtain. However, the Napa Housing Commission recently reviewed the City's emergency and temporary shelter needs with some of those currently involved in providing such housing. Emergency shelter in the form of hotel or motel accommodations is available from the Red Cross in the event of a fire or other similar calamity.

Samaritan House, supported by Revenue Sharing and Community Development Block Grant (CDBG) funds, provides temporary shelter for 12 to 15 individuals or three families. According to Ms. Renee Lippmann, Director of Samaritan House, they provide shelter for Napa County residents referred to them by public and private social service agencies. In general, the facility serves those made homeless by domestic disputes, eviction and/or those sleeping in their cars or on the street for maximum of three weeks. The Samaritan House does, however, not provide shelter for those with alcohol, drug or mental problems served by other programs and residential care facilities.

Between October 1984 and March 1985 the Samaritan House served 102 Napa residents turning down about an equal number for lack of space and/or other reasons (drug, alcohol, etc.). Renee Lippmann and Karen Elliott of HAND indicate that Napa's emergency and temporary housing needs would be served by a larger, permanent facilities in a more typical residential setting.

Both cited use permit requirements and neighborhood reaction as constraints which limit the location of such facilities. In addition, both Renee Lippmann and Karen Elliott pointed out the need for about 20 units of "transitional" housing, for those individuals and families that need housing for the six months or so that they are getting back on their feet.

The battered women's shelter run by Napa Emergency Women's Service (NEWS) is another important source of temporary shelter for women and children who are affected by domestic violence or abuse. Between October of 1981 and September of 1985, the four bedroom home operated by NEWS provided shelter to 96 women and children. Supported by City and County Revenue Sharing and CDBG funds, maintaining stable funding is the most important short-term objective. Over the long-term expansion of the facilities may also be needed.(12)

11. HAND estimate

MARKET CONSTRAINTS

The price of housing has been rising at a much greater rate than family income, thereby decreasing the opportunities for home ownership to a growing percentage of the public. Contributing factors are the increasing costs of land, material, labor and financing, as well as fees charged for services by the private and public sector.(13) While much has been written about the subject and there have been some innovations which contribute to reducing housing costs to a slight degree, all evidence that this trend will continue throughout most of the nation. Locally, the price of housing could also rise at a faster rate due to the natural attributes and the community amenities that make Napa a desirable place in which to live.

Labor costs can be a factor affecting the overall costs of new housing and could indirectly affect the cost of manufactured housing as well. Union contracts in some areas preclude the use of union labor to assemble manufactured housing. Also affecting the supply of housing and the new construction rate and thus indirectly the cost of housing is the limited number of units which have been built in Napa out of the number approved. High financing costs have made short-term and indefinite delays in the construction of approved housing.

National policies affecting interest rates, wage and material costs, and the availability of subsidies are cost factors which are little influenced by local policy or desires. Also, nothing can alter the fact that the community is now and will continue to be an attractive place in which to live. The following is an analysis of current market constraints to housing and the City's efforts to limit these constraints.

Housing affordability in the 1980's has become a serious issue. According to census figures, as shown in Table 10-14, median home value in the Bay Area experienced average annual increases of between 13% and 16% during the 1970's. Gains in the Napa area were about 13.9%. This rate of increase greatly exceeded the consumer price index, which had an average annual increase of 7.7% for this period.

In addition, mortgage loan interest rates have practically doubled. Thus, monthly payments for home buyers have increased well beyond the CPI and have been nearly doubled, because of interest rate increases. Most of these increases occurred during the latter part of the decade. The consequence is a relatively inactive housing market, with limited sales and/or new construction. Table 10-15 presents an illustrative example of the typical rate of increase in home loan monthly payment. As shown by this example, an average annual increase of 20% has been typical. The increase in home values has slowed considerably as the rate of inflation has decreased in the last few years. Interest rates have also come down from a high of over 15% in 1982 to 11.48% in July of this year.(14)

12. Dan Ward, HAND

13. Cost of Standard Quality Single-Family Residence, San Francisco Bay Area, Bank of America, April 1982.

14. Kathy Spillar and Mark Thompson, "The California Housing Affordability Index," California Association of Realtors, Los Angeles, CA, 1985

Driven by inflation and high household formation rates of the "baby boom" generation, the housing market of the 1970's was characterized by: an increase in home ownership, particularly for married, two wage earner households' home ownership costs which exceeded the cost of living (CPI); an increase in the ratio of home cost to income-moderated only by the two income household; and a consistent rise in home value appreciation. During this period, rental housing became increasingly dominated by non-modular (non-traditional) households and the financially poor as those households with adequate resources tended toward home ownership.(15)

As the rate of inflation slows and the household formation rate falls, the housing market of the 1980's will also be affected. Housing generally may be viewed more as a shelter need and less as an investment. Home ownership in particular may be viewed more as a lifestyle choice rather than as protection against inflation. the relatively high ratio of home cost to income may also retard the mobility of households in and between sub-markets, particularly the trade-up market which was common in the 1970's. Similarly the demand for rental units may increase as more individuals and families either choose to rent or are priced out of the ownership market.

Discussions with major residential developers in California indicate that significant shifts are expected in the residential market. Many developers believe that an increasingly important market for housing during the mid-1980's will be smaller, more basic homes. A recent survey of potential home buyers between the ages of 24 and 35 in the western states provided the following composite:

...young people want a 1400 square foot, contemporary-styled single-family home with three bedrooms located a half hour from the office. Couples are willing to make mortgage payments of \$886 a month, or 30 percent of their \$35,000 a year dual income.(16)

The same survey found that condominiums are a "popular economic compromise but young people prefer the same type of home their parents bought 20 years ago". The attachment to this form of housing is so strong that potential first time home buyers are by passing condominium and townhouse developments in favor of renting until they can save up money for a detached home.(16)

Besides consumer preference, demographic factors (household formation rates, presence of children, and mix of single and married young couples), and economic factors (over supply, lack of appreciation and price

15. Sternlieb, et al.

16. Stephen Maita, "The Modern Dream House," San Francisco Chronical, June 22, 1985.

competition with conventional detached single-family dwellings) have also contributed to the slump in condominium-townhouse sales and overall demand. As a result of lagging sales, many condominium units have been rented rather than sold.(17) Recently a Special Task Force of the Housing Commission examined some of the factors affecting the marketability of condominium projects in Napa. Among its recommendations, the Special Task Force, observed that condominium projects are often adversely affected when located in areas dominated by apartments rather than more preferable high quality areas dominated by ownership housing. However, neighborhood resistance to higher density, attached forms of housing often preclude condominium projects in such areas, further complicating the marketability of these types of housing.

This orientation is much different from the trade-up markets most active during the 1970's, which sought larger units with more amenities. Such smaller more basic homes may be designed to facilitate future remodeling/expansion, enabling the home to grow with the needs of the owner. These products will serve as affordable housing for those who have been effectively excluded from the housing market. They will also serve as starter homes for the post-World War II baby-boom generation. Such new residential developments would be aimed at providing basic housing necessities and keeping costs as low as possible. These developments could provide more balanced housing inventories in Napa.

Table 10-14

Changes in Median Home Values
Bay Area Counties
1970-1980

<u>County</u>	<u>Median Home Value</u>		<u>Average Annual Percent Change</u>
	<u>1970</u>	<u>1980</u>	
Napa	\$ 21,400	\$ 78,600	13.9
Alameda	\$ 23,700	\$ 84,900	13.6
Contra Costa	\$ 25,800	\$ 94,300	13.8
Marin	\$ 33,900	\$151,000	16.1
San Francisco	\$ 28,200	\$103,900	13.9
San Mateo	\$ 30,500	\$121,400	14.8
Santa Clara	\$ 27,300	\$107,700	14.7
Solano	\$ 18,800	\$ 66,700	13.5
Sonoma	\$ 21,100	\$ 87,600	15.3

Sources: U.S. Department of Commerce, Bureau of the Census; SRI International.

17. Newhouse News Service, "What's Behind the Condo Slump," San Francisco Examiner and Chronical, December 8, 1985.

Table 10-15
Typical Rate of Increase In
Home Loan Monthly Payment

1970 Home Value	\$ 21,400
Monthly Payment*	190
1980 Median Home Value**	\$ 78,600
Monthly Payment	700
1985 Median Home Value***	\$102,650+
Monthly Payment	810
Fifteen Year Increase in Monthly Payment	\$ 620
Average Annual Monthly Increase	\$ 41
Percent of Increase (1970-1985)	326%

-
- * Assumes a 20% down-payment and a loan with an interest rate of 8% and a 30-year term.
- ** Assumes a 20% down-payment and a loan with an interest rate of 13% and a 30-year term.
- *** Assumes a 20% down-payment and a loan with an interest rate of 11.48% and a 30-year term; Federal Home Loan Bank Survey.
- + Median home value for detached 3 bedroom home in the Napa (City) area calculated from actual sales values (last quarter-1984, three quarters-1985), actual median home value unavailable for Napa County--average value estimated at \$113,686; Scott Brown, Napa County Board of Realtors

Any discussion of the increase in housing cost over the last decade must acknowledge the effect interest rates have on affordability. Table 10-16 shows the effect of mortgage interest rates have on the monthly housing payments and required gross annual income for the typical home that was originally valued at \$21,400 in 1970 and is estimated to cost \$102,650 in 1985 (Table 10-15). These data demonstrate the extent to which Napa's principal role in the housing market is generally limited to the provision of a competitive supply of land for housing units so as not to artificially inflate the housing market.

Although mortgage interest rates have tended to come down in the last few months, it remains higher than is desirable to expand home ownership opportunities to a wider segment of the population. While it may tend to underestimate actual market constraints to affordable housing, the discussion of market constraints below will employ conventional standards of affordability - three times gross income and/or a maximum monthly housing payment that does not exceed 30% of monthly income; standards which are independent of interest rates. This is necessary since mortgage interest rates change so frequently. In addition, the influence of the number of persons in the household on affordability are disregarded because of the lack of specific data on which appropriate conclusions can be based.

Table 10-16
The Effect of Interest Rates on Housing Cost
and Affordability

<u>Loan Interest Rate</u>	<u>Monthly Housing Payment*</u>	<u>Minimum Monthly Income**</u>	<u>Annual Income***</u>
20%	\$ 1,370	\$ 4,560	\$54,720
19%	1,300	4,330	51,960
18%	1,240	4,130	49,560
17%	1,170	3,900	46,800
16%	1,100	3,660	43,920
15%	1,040	3,460	41,520
14%	970	3,230	38,760
13%	910	3,030	36,360
12%	840	2,800	33,600
11%	780	2,600	31,200
10%	720	2,400	28,800
9%	660	2,200	26,400
8%	600	2,000	24,000

* Based on 1985 median home value of \$102,650 with a 20% down payment.

** Assumes monthly housing payment does not exceed 30% of monthly income.

*** Annual income estimated by multiplying the monthly income by 12.

Affordable Housing - Indicators

Since the private sector, operating through the housing market, provides most of the housing in Napa, an understanding of market constraints is fundamental to the development of effective local housing policies and programs. Particularly important are the relationships between income and housing costs. These relationships determine what is truly affordable and who can participate in the home ownership segment of the housing market.

In the broadest sense how much housing a household can afford is a function of income--the more income the more housing can be afforded. However, in practical terms the amount of housing a household can afford is determined by the amount of household income that is available for housing without adversely affecting other needs such as food, clothing, transportation, medical care, etc. Rather than determine the spending priorities of each household, standards of affordability have evolved over time, reinforced by the home loans eligibility requirements of banks and other financial institutions. For ownership housing, monthly housing costs should not exceed 30% of monthly income to be considered affordable. A maximum of three times the gross income is also a standard of affordability for ownership housing. Because renter households tend to have lower incomes, monthly housing costs should not exceed 25% of monthly income to be considered affordable. Interestingly, the most current Consumer Expenditure Survey, published by the Bureau of Labor Statistics, shows that a typical household in the western part of the country spends approximately 30% of its income on housing. (18)

Based on the relationship between median home prices and median incomes, two groups, the Bay Area Council (BAC) and California Association of Realtors (CAR) have developed indicators of housing affordability. Table 10-17 employs the BAC technique and compares the "Affordability Gap" or difference between median home price and median household income in Napa for the years 1970, 1980 and 1985. This information shows that although the affordability gap has closed considerably since 1980, it remains higher than 1970 when the median household income could purchase more than a median priced home. Despite the relatively wide gap, Napa's affordability gap is smaller than either the Bay Area or California on the whole, currently estimated at \$1,085 and \$859 per month, respectively. (19)

Table 10-18 applies the CAR, "Affordability Index", an estimate of the number of households that could afford a median priced home, to Napa for the years 1970, 1980 and 1985. This information indicates that an estimated 34% of Napa's households could afford to purchase a median priced home in 1985. Table 10-18 also indicates that the affordability index has improved since 1980 but is well below the 1970 level when the median priced home was within reach of an estimated 72% of Napa's households. Napa's current affordability index is almost identical to the current statewide and Bay Area index -- 35%, although well below the national index of 49%. (20)

Affordable Housing - Household Income

Table 10-19 depicts the relationship between very low, low, moderate and above moderate income levels and the cost of housing considered affordable by conventional standards. This analysis clearly shows the most obvious relationship - the greater the household or family income the greater the resources that are available for housing. Based on data from the 1980 Census, Table 10-19 also estimates the number and percentage of the households in each income category.

18. Bureau of Labor Statistics, "Consumer Expenditure Survey: Results from the 1980-81 Interview," Washington, D.C., 1984

19. Bradley Inman, "The Affordability Gap," San Francisco Examiner and Chronical, December 8, 1985

20. Spiller et al

Napa's Affordability Gap*

1985

Median Home Price - \$102,650**
 Qualifying Monthly Income - \$3,120***
 Actual Monthly Family Income - \$2,625+
 Affordability Gap:

Monthly - \$ 495
 Annual - \$5,940

1980

Median Home Price - \$78,600**
 Qualifying Monthly Income - \$2,610***
 Actual Monthly Family Income - \$1,585++
 Affordability Gap:

Monthly - \$ 1,025
 Annual - \$12,303

1970

Median Home Price - \$21,400**
 Qualifying Monthly Income - \$708***
 Actual Monthly Family Income - \$912++
 Affordability Gap:

Monthly - \$ +203
 Annual - \$+2,436

- * Adopted from Bay Area Council's "Affordability Gap"
 ** Median home values from Table 10-15
 *** Assumes that housing costs (monthly payment, taxes and insurance) are 30% of income; taxes and insurance assumed to be 13% of monthly payment
 + Based on HUD's 1985 estimated median household income, \$31,500, divided by 12
 ++ Based on reported median household income in 1980 and 1970 Census divided by 12

The information contained in Table 10-19 suggests that there are virtually no home ownership opportunities for very low and low income households. Although, many households in the low and moderate income categories could manage the mortgage payment on a monthly basis, they lack the necessary down payment. Even small changes in mortgage interest rates have a major effect on low and moderate income households. This suggests that programs to help first time buyers with down payments and/or interest rates would be very helpful in overcoming market constraints affecting low and moderate income households.

Napa's Affordability Index*

1985

Median Home Price - \$102,650**
 Interest Rate - 11.48%
 Monthly Mortgage Payment - \$810
 Minimum Annual Qualifying Income - \$32,080
 Percentage of Households Able to Purchase - 34%***

1980

Median Home Price - \$78,600**
 Interest Rate - 13%
 Monthly Mortgage Payment - \$700
 Minimum Annual Qualifying Income - \$27,522
 Percentage of Households Able to Purchase - 22%***

1970

Median Home Price - \$21,400**
 Interest Rate - 8%
 Monthly Mortgage Payment - \$190
 Minimum Annual Qualifying Income - \$7,524
 Percentage of Households Able to Purchase - 72%***

- * Adopted from the California Association of Realtors' "California Housing Affordability Index"
 ** Median home values from Table 10-15
 *** Percentage based on reported household income distribution in 1980 and 1970 Census

Table 10-19

Housing Affordability by Income Group
1979 and 1985

Percent of Median Income
(for family of four)

<u>Year</u>	<u>50%</u> <u>Very Low</u>	<u>80%</u> <u>Low</u>	<u>120%</u> <u>Moderate</u>	<u>Above</u> <u>Moderate</u>
1979 Households-*	4,876	2,892	4,062	7,955
Percent-**	25%	15%	21%	40%
Income-***	\$0-9,511	\$9,511-15,217	\$15,217-22,826	\$22,826+
Affordable				
Home Cost+	28,530	45,460	68,480	68,470+
Affordable Monthly				
Housing Cost++	240	380	570	570+
1985 Households-#	5,720	3,890	4,800	8,460
Percent-##	25%	17%	21%	37%
Income-###	\$0-15,750	\$15,750-25,200	\$25,200-37,800	\$37,800+
Maximum Affordable				
Home Cost+	\$47,250	75,600	113,400	\$113,400+
Maximum Affordable Monthly				
Housing Cost++	\$390	\$630	\$945	\$945+

* 19,785 households, 1980 Census

** Income distribution, 1980 Census

*** Median household income in 1979-19,022; 1980 Census

+ Based on three times gross income

++ Based on 30% on monthly income

Planning Department estimate by number of households -
22,860 (1.51% increase over 1984)

ABAG, "Housing Needs Determinations, San Francisco Bay Region,"
July, 1983

Median household income in 1985 - \$31,500; HUD Estimate

Affordable Housing - Market Prices

Housing costs established by the housing market provides another perspective on affordability. Table 10-20 depicts the median and range of prices for housing currently on the market based on the actual price of homes sold in the Napa area between September 1984 and 1985. Figure 10-3 graphically depicts the relationships estimated by Table 10-20.

Housing Prices and Required Income Levels for a
Variety of Housing Types in Napa - 1985*

Mobile homes - Includes All Units:

Range: \$18,500 - \$46,000
Median Price: \$33,000
Minimum Income Required: \$11,000**
Income Group Affordability: low***

Detached Two Bedroom Units:

Range: \$50,000 - \$242,000
Median Price: \$78,000
Minimum Income Required: \$26,000
Income Group Affordability: moderate

Detached Three Bedroom Units:

Range: \$49,000 - \$300,000
Median Price: \$102,650
Minimum Income Required: \$34,200
Income Group Affordability: moderate

Detached Four or More Bedroom Units:

Range: \$72,000 - \$685,000
Median Price: \$151,157
Minimum Income Required: \$50,390
Income Affordability: above moderate

Condo/Townhouse One and Two Bedroom Units:

Range: \$54,000 - \$151,000
Median Price: \$81,900
Minimum Income Required: \$27,300
Income Affordability: moderate

Condo/Townhouse Three or More Bedroom Units:

Range: \$80,500 - \$250,000
Median Price: \$134,500
Minimum Income Required: \$44,830
Income Affordability: above moderate

* Napa Board of Realtors, actual sales in the Napa area between September 1984 and 1985.

** Home price divided by three; multiplied by 12.

*** Excludes space rent which would increase total housing costs and affect affordability

MEDIAN
HOUSING COST

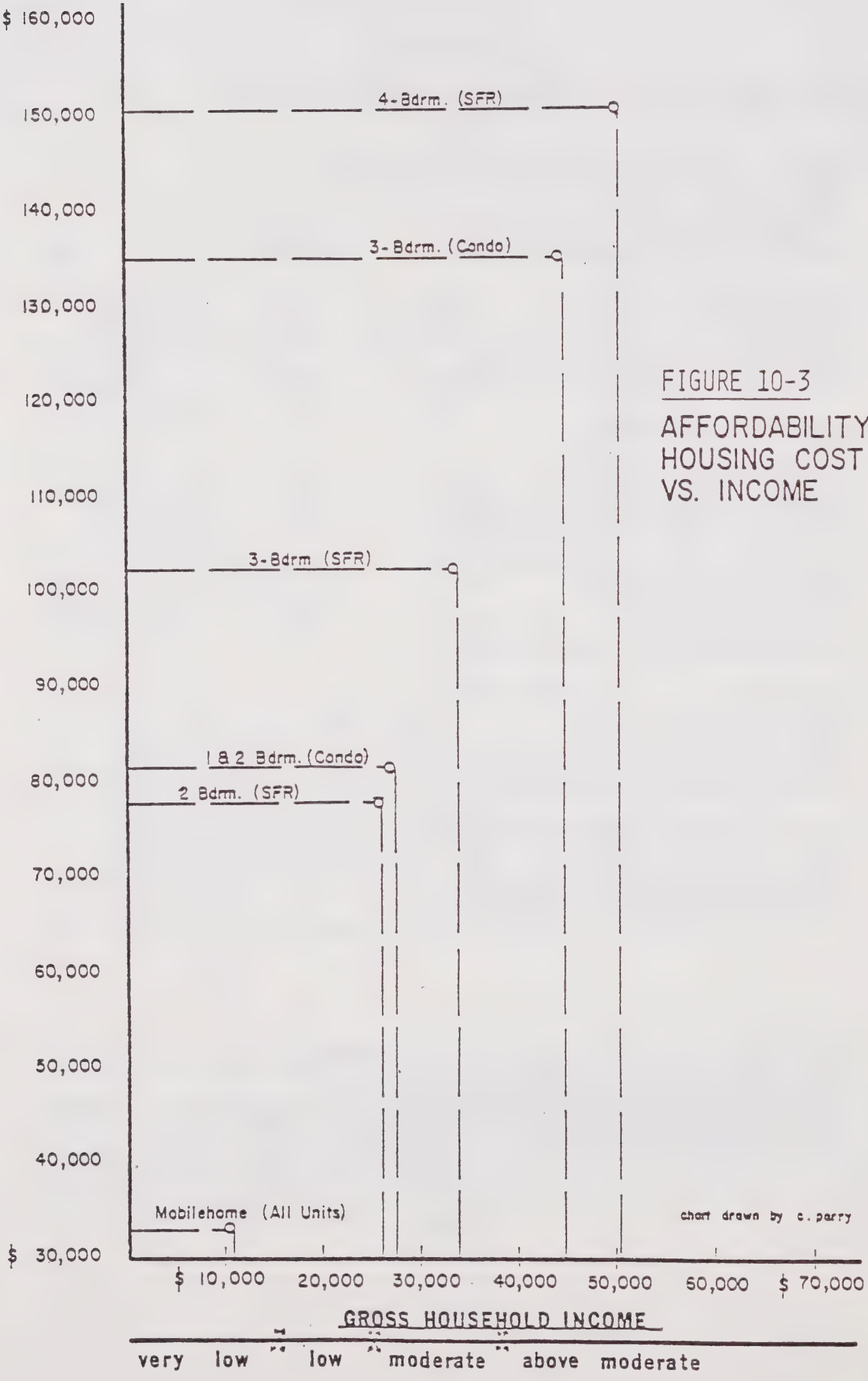


FIGURE 10-3
AFFORDABILITY
HOUSING COST
VS. INCOME

Affordable Housing - Rental Market

The information contained in the above tables suggest that most of the households considered to have incomes described as very low and low are unable to participate in the home ownership market without some form of assistance. Since many of the very low and low income households must rent rather than own their homes, it is useful to review this segment of the housing market.

The information in Table 10-21 suggests that Napa's average rents are not affordable to very low income households. However, because these data are not sensitive to the number of persons per household Table 10-22 compares the average rents with "affordable" rents based on HUD income data adjusted to match household size with the number of bedrooms. This information clearly shows the existence of an "affordability gap" for very low income renter households.

Table 10-21

Relationship Between Average Rents and Household Incomes

<u>Unit Type</u>	<u>Mean Rent</u>	<u>Gross Annual Household** Income</u>	<u>Income Group Affordability***</u>
Apartments (5+ units)			
One Bedroom	\$398	\$15,920	low
Two Bedroom	478	19,120	low
Three Bedroom	588	23,520	low
Multi-Family (2-4 unit)			
One Bedroom	342	13,680	low
Two Bedroom	433	17,320	low
Three Bedroom	569	22,520	low
Houses			
Two Bedroom	466	18,640	low
Three Bedroom	612	24,480	low
Four Bedroom	705	28,200	moderate

* Median rents from the 1985 Annual Rental Survey

** Household incomes determined by assuming that rents do not exceed 30% of monthly income, multiplied by 12

*** Assumes family of four

Table 10-22

Relationship Between Average Rents
and Affordable Rents

<u>Unit Type</u>	<u>Mean Rent</u>	Affordable Rents - 1985/86*		
		<u>Very Low</u>	<u>Low</u>	<u>Moderate</u>
Apartments (5+ units)				
One Bedroom	\$398	\$148	\$348	\$592
Two Bedroom	478	187	486	771
Three Bedroom	588	221	566	826
Multiple-Family (2-4 units)				
One Bedroom	342	148	348	592
Two Bedroom	433	187	486	771
Three Bedroom	569	221	566	826
Houses				
Two Bedroom	466	187	486	771
Three Bedroom	612	221	566	826
Four Bedroom	705	253	638	961

* City of Napa "Affordable Rent Schedule," 1985/86, based on HUD income data

Overpayment - Rental Housing

The table below shows the number of households estimated in 1980 to be paying over 25% of their income for rent or mortgage payments.

Table 10-23

Estimate of Households Paying Over 25%
of Their Income for Housing
1980

<u>Income Category</u>	<u>Renters</u>		<u>Owners</u>		<u>Total</u>	
		<u>%</u>		<u>%</u>		<u>%</u>
Very Low	2,400	60.3	649	32.1	3,115	51.0
Low	1,033	25.0	390	19.5	1,423	23.3
Moderate	586	14.4	570	28.2	1,158	18.9
Above Moderate	4	0.1	414	20.5	418	6.8
TOTAL	4,091		2,023		6,114	

Source: 1980 Census

These data indicate that 6,114 or 31% of all Napa households pay more than 25% of their gross income for housing. Low and very low income renters who are forced to pay over 25% of their gross income for housing are defined as needing assistance. According to this criteria an estimated 3,433 or 17.3% of Napa households are in need of assistance with rental payments.

Rental construction has become increasingly costly for the same reasons that single-family unit construction costs have increased. Renters, however, are generally the least able to afford more costly housing. As a result higher rents made necessary for new construction are not affordable to very many in the market for rental housing. Therefore, very little rental construction has taken place in Napa or throughout California.

The City seeks to mitigate the costs of construction of affordable rental and ownership housing through density bonuses, reduction of standards and fees as discussed in the Development of Housing section.

GOVERNMENTAL CONSTRAINTS

Governmental regulation, while intentionally regulating the quality of development in the community can also, unintentionally, increase the cost of development and thus the cost of housing. These governmental constraints include land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures.⁽²¹⁾ Land use controls may limit the amount or density of development, thus increasing the cost per unit. Building codes may set specific building standards which add material costs or limit building space on a site, thus increasing costs. Site improvements like traffic signals on adjacent streets or sewer improvements may increase a development's costs. Fees such as special park or school fees may increase costs of development. And processing and permit requirements may delay construction, increasing financing and/or overhead costs of a development.

Housing Technical Committee Reports of June 1977 and May 1981 have thoroughly explored and analyzed the effects of market and governmental constraints upon its housing. The City has implemented several of the cost saving ideas from this Committee's report. Several findings of the Committee are of continued relevance.

1. The cost of housing may be critically affected by the availability of land for development.
2. Fees charged to builders should be reviewed periodically to ensure that excessive fees are not increasing the cost of housing (a continuing effort).

21. State Government Code Section 65583(a)(4).

The following describes governmental constraints which may affect the cost of housing in Napa.

Land Use Controls

The General Plan affects the cost of housing in two ways - by limiting the amount of land that maybe devoted to residential uses and thus the number of houses that may ultimately be built; and density limitations which by their nature, limit the amount of development on a given site and may increase the per unit cost of the development. Land typically accounts for between 15% and 30% of the cost of a house, a significant cost element. Changes in the supply of residential land relative to demand can significantly impact the overall cost of housing. For example, if due to a doubling of land value a house whose replacement value was equal to \$77,000 (1,600 square feet at \$48 per square foot(22) on a lot whose value was originally \$25,600, the result would be a 25% increase in the total cost of the house to \$128,300.

The 75,000/year 2000 and RUL Line policies are the foundations of the 1982 General Plan. These policies act to fix the amount of land available for residential development through the year 2000. Data from the Land Use/Vacant Land Inventory estimates the total amount currently available at 1,682 acres. While it is not possible to precisely predict the effect a constrained supply of land will have on housing costs, it is possible to estimate the direction and magnitude of future changes. In doing so it is assumed if demand is increased while the supply remains the same, the price may be expected to increase, and if demand as a percentage of supply is large the magnitude of change can be expected to be relatively large.(22)

As the Napa Valley Corporate Park and other economic development programs gather momentum through the late 1980's and early 1990's, it is reasonable to assume that Napa's Regional Housing Needs between 1990 and the year 2000 will be nearly the same as it was between 1980 and 1990 - approximately 5,000 units (1980 to 1990 - 4,811). Together with an average of housing units needed (2,915 - population growth, employment growth and Regional Housing Need - from Table 13) through the 1980's, a total of 7,915 housing units may be needed by the year 2000. At 4.5 dwellings per acre, virtually all (1,760 acres) of Napa's vacant and under-utilized land will be consumed to meet year 2000 housing needs(23). The above analysis suggests that the cost of residential land and thus housing will increase and that the rate of increase will likely be significant, particularly in the 1990's.

It also underscores the need to maintain a surplus of residential land above that which would support a population of 75,000 in order to maintain a healthy and competitive housing market. The need for such a surplus is implicitly recognized and reflected in the 1982 General Plan. As a result the mid-to-high range densities of the General Plan could accommodate more than 75,000 persons. However the actual overall density of development

22. Baxter, McDonald and Smart, Inc., Socioeconomic Impacts of Environmental Policies, San Francisco, CA 1973

23. David Neivelt, "Residential Activity in the City of Napa to December 31, 1984," Napa Planning Department, 1985

since 1981 while increased by the 1982 General Plan has been relatively low (4.5 du/ac); a factor which will affect the City's future land use and housing policies.

An inadequate supply of land for housing may over the long-term result in three possible situations: 1) coping with a relatively fixed housing stock and very high housing costs; 2) the need for a rapid and dramatic increase in the densities of infill projects will beyond those of surrounding development; or 3) the need for an expansion of the RUL boundaries. In any case it would be desirable to make the need for an adequate housing reserve (the approximate amount of needed residential land) explicit by policy. The use of land designated Commercial, as presently supported in the General Plan, particularly for high density apartments, could also be encouraged to help meet current as well as long-term needs. Serious consideration should be given to the community's housing needs when studying the appropriate land use designations for the Gasser Property and the Stanly Ranch due to their large size and location with respect to future employment centers.

Certain uses may also be limited by land use controls, and therefore increase costs, such as the local limitations on townhouse developments and mobile home parks. The City of Napa has required mobile home parks to have use permits in addition to meeting general plan requirements. The City limits duplex development to 50% in R-2 zones. A use permit is required for townhouses in residential zones. These requirements may increase the costs of housing and sometimes prevent development of housing which meets the specific zoning standards but is delayed or prevented because of special permitting requirements.

Building Code Requirements

While building standards are essential to ensure safe housing additional design requirements or excessive safety standards may increase the cost of housing unnecessarily. The City's building requirements may also preclude the use of flexible setbacks or "zero lot lines."

Fees

Fees, while important in offsetting the cost of City time in planning and regulating development, can be limited to minimize the effect on the cost per unit of housing developed. The City has reviewed these fees and set them at a level which reflects the costs to the City and make appropriate contributions to the community (traffic mitigation and park fees). However, the City realizes that housing affordable to lower income families is a desirable community goal, and proposes to reduce or waive these fees in developments of affordable lower income housing (See Mitigations of Constraints).

Processing and Permit Procedures

Permit processing can be a lengthy process which delays the development of housing and thus increases costs. The City's permit procedures include some use permits which may unduly increase these costs, such as requiring a use permit for duplexes in appropriate zones. Requirements which necessitate a

special permit for residential development at the densities specified in the General Plan and Zoning ordinance, should be reviewed by the City and reduced where possible.

Some land use controls are necessary to insure safe, decent housing and efficient infrastructure, even in the face of housing needs.

The City proposes in this General Plan to mitigate the constraints to the development of affordable housing. The detailed review of each City department's impact on housing construction costs, such as that contained in the 1981 Housing Technical Committee Report, has produced a list of City fees and requirements that could be waived or reduced where low or moderate income housing would be developed. In addition, the City proposals to increase allowable densities are detailed in the Land Use Element and summarized under Development of Housing Programs.

An analysis of land suitable for residential development and possible energy conservation in new construction is discussed in Development of Housing (following section). Also included is a description of mitigation of governmental constraints to housing.

HOUSING PROGRAMS

DEVELOPMENT OF HOUSING

The State of California requires that all housing elements contain documentation of the need to develop housing and programs to assure development of housing. Specifically, California Government Code, Article 10.6, Section 65583 states that the housing element shall include:

"an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled programs for the development of housing..."

In the Housing Needs Section the City estimated that a total of 64,500 to 67,020 persons will need housing within the Napa RUL by the year 1985. Many of these households will have decent, safe and sanitary housing. However, an estimated 2,369 to 3,448 new units will need to be constructed.

Table 10-24

Housing Units Needed - 1985-1990*

Population Growth Projections-	2,369
Employment Growth-	3,448
ABAG (AB2853) Regional Housing Needs-	2,929

* Net 1990 needs; 1980-1990 less units added between 1980 and 1984

Sites Available for Housing

At present, and within the five-year time frame of this Housing Plan, there are sufficient and suitable sites to accommodate the 2,369 to 3,448 housing units needed by the year 1990 but not necessarily at a price affordable to those needing housing. It is recognized that government housing programs and land use controls which exist or may be adopted, may affect the size, type, cost and location of housing and thereby influence the economic and demographic character of the resident population. These programs and controls should be monitored annually in order to assure, within the framework of the General plan, the continued availability of adequate sites throughout the community for a variety of housing types which can accommodate citizens from all economic levels.

A summary of units developable within each planning area, (See Land Use Element, Table 1) shows that vacant and under-utilized sites are available.

Mitigation of Constraints

The City's work in detailing governmental constraints to housing development has resulted in increases to General Plan density limits and land use regulation changes (i.e., second units, deep lots and manufactured housing) which will benefit all residential construction. The City also will aid in the reduction of shelter costs by promoting energy conservation.

The City seeks to further mitigate the constraints to the development of housing in Napa by working with the private sector to reduce the cost of housing developments, where possible, and reducing further fees and/or requirements for affordable lower income housing projects. These mitigations of governmental constraints are listed below:

Requirements to be Repealed:

- Remove the 50% limit on duplex development in R-2 zones.
- Repeal bedroom basis of density calculations.
- Review sideyard/setback requirements and make possible flexible setbacks for cluster development (i.e. zero lot lines, where appropriate).

Fees and Requirements Which May Be Waived or Reduced for Affordable Lower Income Housing Development:

<u>Fees</u>	<u>\$</u>
- Design Review Fee	25-150
- Use Permit Fee	150
- Rezoning Fee	300
- Preliminary/Tentative and Final Map Fee	300-325
- General Plan Amendment and Processing Fee	500
- Negative Declaration Fee	100
- EIR Fee (may be paid for by City)	Variable
- Park Fees	Variable
- School Fees	Variable

Requirements

- Reduce setback and yard requirements
- Revise zoning ordinance to permit parking requirement not based on number of bedrooms
- Covered parking requirements
- Reduce lot size requirements

Further, the City will seek to maintain the affordability of units created through the waiving of fees or requirements by requiring deed restrictions which may restrict the resale of such affordable units so that windfall profits are not gained. The City may further seek to encourage affordability of housing units by encouraging developers to utilize Section 8 certificates in rental projects.

Density Determinations

Residential development is generally regulated by density - the number of units in relation to the land area, usually described in reference to an acre. The residential land use designations of the General Plan establish a minimum and maximum density for each lot. At present only whole numbers are counted in density determinations, excluding significant fractions of a unit. Thus, if the density determination on a given lot was established at 1.99 only one dwelling would be permitted, regardless of the conditions on the site. A change in policy which would permit a unit to be developed when density determinations result in a significant fraction (i.e., more than 0.50) would be helpful in developing housing particularly on smaller infill lots. Although relatively minor this change in policy would permit a second unit on numerous lots zoned R-2 and designated Medium Density Residential which are 40 square feet undersized.

GOALS, POLICIES AND PROGRAMS TO DEVELOP HOUSING AND IMPROVE AFFORDABILITY

Introduction

Housing programs are intended to further detail the City of Napa's commitment to assure the continued development, maintenance and improvement of housing within the City. This section provides specific details which will aid in the City's actual implementation, such as designating which agency or department

will be responsible for implementation. A description is provided in both the program area introduction and for each implementation measure which will explain the programs to any user of the Plan. This program information is also intended to show the City of Napa's commitment to maintain, improve and develop housing in the community through a "good faith, diligent effort" as required by State Housing Law (Government Code Section 65583(c)).

Each housing program is described in the following detail:

1. Brief statement of program including specific City actions which will be taken to implement program;
2. City department or agency responsible for implementation;
3. Financing or funding source;
4. Quantified objectives, where possible; and
5. Schedule for completion.

The Housing Element identifies programs which will develop, maintain, and improve housing in several ways. Programs address affordability of units, condition of units, quantity of supply and access to housing opportunities. The City intends to continue the use of State and Federal funding in meeting identified housing needs, as well as to use City regulatory powers (such as permit approval) to encourage housing maintenance.

There are many factors which constrain the development of housing, especially affordable lower income housing. The Housing Element has discussed the market and governmental constraints in Napa and has proposed measures to mitigate these constraints to ensure that the maximum number of affordable low and very low income housing units can be built by 1990. However, low and very low income housing, whose monthly rent/mortgage cannot exceed 200 or 300 dollars (for a family of four), is almost impossible for the private market to build without significant assistance. Housing generally costs much more per unit to build than the low and very low income family can afford to pay. The City proposes to minimize the costs of development as much as possible to help the private market to provide housing.

The subsidies available to assist these families are limited. The Federal and State governments have in the past provided programs to address approximately 3-5% of the estimated need for affordable lower income housing (estimated by HUD and HCD). The present level of funding of State and Federal programs to assist these households has been significantly reduced. The major funding source for construction of new housing affordable to lower income families--HUD Section 8, New Construction Programs was dropped from Federal funding. The rental assistance programs for existing and rehabilitated housing for Section 8 Existing Housing and Section 8 moderate Rehabilitation Programs have also been severely reduced in funding. While the City of Napa will apply for and utilize the fullest range of available subsidies, the loss of these sources of funding is changing the way nonmarket housing needs can be addressed. Any serious effort to meet the nonmarket needs identified in the Housing Element will involve local programs, sources of funding and active

efforts to provide incentives and inducements to the private home building industry.

The City's programs and quantitative estimates of needs are summarized in Table 10-25 and 10-26.

Goals for the Development of Housing

Provide affordable housing for all individuals and families projected to reside in Napa in the next five years.

Assure a variety of housing types in all residential areas compatible with the character and integrity of the area.

Policies for the Development of Housing

1. Use the Land Use Map of the General Plan as a policy statement on current as well as future residential development.
2. Maintain a competitive supply of land designated for residential development for housing needs beyond time horizon of the Housing Element (1990) and the General Plan as a whole (2000).
3. The relative housing capacity of each planning area, described in the Land Use Element, shall generally be maintained even though General Plan amendments, specific plans and rezoning may alter the original land use designation configuration.
4. Use the project review process to increase densities consistent with other General Plan policies and to encourage the use of programs to develop housing which meet identified housing needs.
5. Recognize Napa's housing needs (i.e., population growth needs, employment needs and regional housing needs) when considering non-residential development proposals.
6. Use the design review process to insure that higher density infill housing developments are sensitive to character and appearance of their surroundings.
7. Use planned unit development regulations to refine land use policies and promote design flexibility for residential developments, particularly for those located in unique settings.
8. Review and revise the zoning and subdivision regulations to provide for a variety of lot sizes and housing types.
9. Support plans and programs for well-designed lower income housing developments located in areas appropriate to the needs and desires of the constituent population and convenient to public transportation, shopping, recreation and other community facilities.
10. Make maximum use of public and private resources to help meet identified housing needs.

Table 10-25
SUMMARY OF HOUSING NEEDS AND PROGRAM OBJECTIVES - NEW CONSTRUCTION*

NEW CONSTRUCTION**	HOUSING UNITS NEEDED 1980-1990+	HOUSING UNITS PROVIDED 1980-1984***	HOUSING UNITS NEEDED (BALANCE) 1985-1990	HOUSING PROGRAM PRODUCTION OBJECTIVES 1985-1990	APPROPRIATE HOUSING PROGRAM STATEMENT REFERENCE++
TOTAL	4,250-5,330	1,882	2,386-3,448	N/A	N/A
Income Category					
(38%)-Above Moderate:	1,573-1,972	1,521	52- 451	N/A	1.1,1.11,1.12,1.14,1.18,1.20
(21%)-Moderate:	893-1,119	317	576- 802	740-800	1.2,1.3,1.4,1.5,1.7,1.8,1.10, 1.14,1.18,1.19,1.21
(17%)-Low:	723- 906	44	679- 862	500	1.2,1.3,1.6,1.7,1.8,1.9,1.10, 1.14,1.16,1.18,1.19,1.21
(25%)-Very Low:	1,063-1,333	0	1,063-1,333	500	1.2,1.3,1.6,1.7,1.8,1.9,1.10, 1.14,1.16,1.18,1.19,1.21
Tenure +++					
(61%)-Ownership:	2,593-3,251	1,074	1,519-2,177		1.1,1.3,1.4,1.10,1.11,1.12,1.14, 1.16,1.18,1.19,1.20,1.21
(39%)-Rent:	1,658-2,078	808	850-1,270		1.1,1.2,1.3,1.5,1.6,1.7,1.8,1.9, 1.10,1.14,1.16,1.18,1.19,1.21
Type					
(74%)-Single-family:	3,145-3,944	963	2,182-2,981	N/A	N/A
(22%)-Multiple-family:	935-1,173	808	127- 365	N/A	N/A
(4%)-Mobilehome:	170- 213	111	59- 102	N/A	N/A

* Major categories nonexclusive and cannot be totaled

** Percentage distribution for each category of new Construction from ABAG "Housing Needs Determinations San Francisco Bay Region, July, 1983"

*** Planning Department estimates - Planning and Building Department Record

+ Range of housing units needed based on three housing need projections: population growth, ABAG Regional Housing Needs and employment based housing needs

++ Housing Program - nonexclusive with respect to income groups; if program targeted to low/moderate income group - assume 1/3 very low, 1/3 low and 1/3 moderate; if program targeted to low income group - assume 1/2 very low and 1/2 low.

+++ Housing programs nonexclusive with respect to tenure; assume 1/2 ownership and 1/2 renter for programs 1.19 and 1.21

Table 10-26

SUMMARY OF HOUSING NEEDS AND PROGRAM OBJECTIVES - RENTAL HOUSEHOLDS NEEDING ASSISTANCE,
SPECIAL HOUSING NEEDS AND REHABILITATION NEEDS*

EXISTING HOUSEHOLDS NEEDING RENTAL ASSISTANCE**	HOUSING UNITS NEEDED 1980-1990	HOUSING UNITS PROVIDED 1980-1984	HOUSING UNITS NEEDED (BALANCE) 1985-1990	HOUSING PROGRAM PRODUCTION OBJECTIVES 1985-1990	APPROPRIATE HOUSING PROGRAM STATEMENT REFERENCE
TOTAL -	3,499	652***	2,847	240	1.13
-Low Income:	2,466	56	2,410	120	1.13
-Very Low Income:	1,033	596	437	120	1.13
EXISTING SPECIAL HOUSING NEEDS					
TOTAL -	N/A	N/A	N/A	N/A	N/A
Senior Citizens:	1,167	489+	678	604	1.2,1.7,1.9
Handicapped:	400 est.	170+	230	195	1.7,1.22
Large Families:	UNK.	UNK.	UNK.	N.S.T.##	N/A
Overcrowded H/Holds:	UNK.	UNK.	UNK.	N.S.T.##	N/A
Single Parent Hd. H/Holds:	1,200 est.	498++	702	N.S.T.##	N/A
Farmworker Housing:	UNK.	UNK.	UNK.	UNK.	1.17
Emergency/Temporary Housing:	50	3	47	45	1.15
Very Low Income:+++	1,033	596++	437	620	1.2,1.3,1.6,1.8,1.9,1.10 1.13,1.14,1.16,1.18,1.19,1.21
REHABILITATION NEEDS					
Units Needs Rehab:	550	160	500#	288	3.1

* Major categories nonexclusive and cannot be totaled

** Based on 1980 Census information for existing low and very low income rental households paying more than 25% of their gross income for rent

*** Housing Authority rental assistance figures

+ Housing Authority rental assistance figures and Planning Department estimates of new construction

++ Housing Authority rental assistance figures and excludes 113 units of nonelderly low/moderate new construction

+++ Very low income group included with existing special needs to emphasize their housing needs

Building Department estimate, assumes progressive aging of housing stock

Not specifically targeted

11. Encourage the use of density bonuses to meet identified housing needs.
12. Balance employment opportunities with the provision of housing, matching housing costs to wage levels.
13. Expand the potential for housing by permitting residential development in commercial areas as a mixed use and as a separate use when the design and location are appropriate.
14. In determining the number of units permitted by the density ranges of the General Plan on a given parcel, a whole unit shall be permitted where the density determinations result in a significant fraction (more than 0.50).
15. Densities of up to 60 dwellings per acre for residential projects which provide housing for low and moderate income elderly or handicapped persons may be permitted on sites designated High Density Residential. This policy known as the "Special Residential Policy" for High Density Residential sites may be implemented by use permit until integrated into the Napa Zoning Ordinance.
16. Support the provision of child care facilities for working parents. Safe, economical child care indirectly helps low and moderate income parents afford housing.
17. Support the provisions of residential care facilities for the developmentally disabled, mentally disordered or physically disabled by permitting such facilities to be located in residential areas.

Programs for the Development of Housing

- 1.1 PROGRAM STATEMENT: The 1982 General Plan provided a process whereby densities would be increased over former levels to provide for a greater variety of housing types and to make more land available for future development while minimizing sprawl. The Land Use/Vacant Land Inventory Program, developed in conjunction with the Housing Element Update, provides the means to monitor the availability of vacant land to accommodate housing on a regular basis.

Responsible Agency: Planning Department

Financing: City Funds

Objectives: Annually monitor the vacant/undeveloped and under-utilized residential land within the RUL Line to insure that an adequate supply is maintained pursuant to Housing Element policy.

Time Frame: Continuous

1.2 PROGRAM STATEMENT: City will utilize State and Federal assistance to the fullest extent, as these subsidies exist, to develop affordable lower income housing for families. Although Federal assistance for new construction is limited, the City intends to take full advantage of any funds which may become available.

Responsible Agency: Housing Authority and Planning Department
Financing: Any funded Federal, State and/or private housing programs.
Objectives: 1. 240 units - Section 202 (Elderly/Handicapped)
2. 200 units - Tax Exempt Financing
(Low/Moderate , if available)
Time Frame: Continuous

1.3 PROGRAM STATEMENT: Support new construction of affordable lower income housing by locating sites which would be appropriate for assisted housing programs.

Responsible Agency: Planning Department, City Manager, Housing Authority
Financing: City funding for staff work.
Objectives: 1. Develop criteria and identify appropriate sites for lower income housing.
2. Secure sites for lower income housing through land banking, using funds as they become available.
Time Frame: Criteria 1987; Acquisition: 1988-90

1.4 PROGRAM STATEMENT: The City will assist development of affordable housing by seeking a sponsor for a self-help type housing development within the City. Self-help housing is that which is privately funded and in which the future owner/resident and sponsor(s) share in the cost of building the units. The City will identify appropriate sites and seek participants for the project, including:
1. Assuring site control or acquisition;
2. Selecting lower and moderate income families who could successfully participate in the development;
3. Selecting and overseeing a qualified contractor and/or construction sponsor who would supervise and manage the actual construction.

Responsible Agency: Housing Authority, HAND
Financing: City funds, possible sources of funding for development include: private financing, State Pre-development loans, and any available State or Federal funding sources appropriate.
Objectives: 40-100 units of affordable low or moderate income ownership housing.
Time Frame: 1986-90

1.5 PROGRAM STATEMENT: Amend the zoning ordinance to allow additional units aimed at increasing the supply of privately produced rental housing to be built in certain residential locations and in certain commercial areas.

1. Residential uses will be allowed in commercial zones where the use is compatible;
2. Allow detached second units on single-family lots of appropriate size;
3. Allow attached or detached "granny" units on single-family lots with minimum size requirements as well as setback standards;
4. Allow smaller single-family lot size to accommodate smaller units;
5. Reduce parking requirement for low income elderly housing.

Responsible Agency: Planning Department, Planning Commission and City Council

Financing: City funds for staff work to prepare necessary ordinances.

Objectives: 200 new moderate-income housing units by 1990.

Time Frame: Continuous from 1985

1.6 PROGRAM STATEMENT: Encourage the development of affordable low and moderate income housing by offering a 25% density bonus for any development which includes 25% or more low and moderate cost housing. Actively seek developers to use Section 8 certificates in rental housing constructed in this way. Use any or all of the mitigation measures to reduce construction costs for any such project (25% low and moderate). The City will require deed restrictions, Development Agreements and Housing Authority Section 8 Certificates to assure the continued affordability of such affordable units.

Responsible Agency: Planning Department, Housing Authority

Financing: Staff time, HUD Section 8, existing

Objectives: 100 lower income units by 1990

Time Frame: Continuous

1.7 PROGRAM STATEMENT: Densities of up to 60 dwelling units per acre may be permitted with a use permit under the Special Residential policy for residential projects which provide housing for low and moderate income elderly and handicapped persons on lots designated High Density Residential. At present, a developers agreement assures that the rents are affordable to low and moderate income persons. The number of units with rents at levels affordable to low income persons is based on a sliding scale -

the greater the density above the top of the High Density Designation (25), the greater the number of units affordable to low income persons. Procedures should insure that the income groups targeted by the Special Residential Policy are being served by the Developer's Agreement. The City will actively encourage Special Residential projects.

Responsible Agency: Planning Department
Financing: Staff time
Objectives: 300 units of housing for moderate income elderly and handicapped; 100 units of housing for low income elderly and handicapped.
Time Frame: Continuous

1.8 PROGRAM STATEMENT: The density bonus offered by the Special Density Policy has expanded the housing opportunities for low and moderate income elderly and handicapped persons without the use of public subsidies. Considering the need for rental housing, particularly for low and very low income households, the extension of the Special Residential Policy to meet the housing needs of these groups should be studied and implemented if feasible.

Responsible Agency: Planning Department, Housing Commission, Planning Commission and City Council
Financing: Staff time
Objectives: Potentially increase rental housing for low and very low income households
Time Frame: 1986-87

1.9 PROGRAM STATEMENT: Article 34 referendum may be placed on the ballot to allow Housing Authority to develop lower income housing within the City, utilizing Federal subsidies.

Responsible Agency: Housing Authority
Financing: Staff time, City funds
Objectives: Article 34 authority for 300 lower income family and 100 lower income elderly/handicapped
Time Frame: By 1990

1.10 PROGRAM STATEMENT: Utilize SB99 authority to issue revenue bonds to finance residential construction in redevelopment areas. Redevelopment Agency will determine amount of bonds to be issued and take steps necessary to operate program.

Responsible Agency: Redevelopment Agency, City Manager
Financing: Staff time
Objectives: Issue bonds
Time Frame: Continuous

1.11 PROGRAM STATEMENT: Study recent bonding authority legislation and utilize one or more of these instruments to issue bonds for the development of affordable rental and ownership housing. Review and consider issuing bonds under each program:

1. AB 665: Authorizes cities to issue revenue bonds to finance the construction of rental housing. State Treasurer approves of bond issuance and bond sales are reported to this office.
2. AB 1355: Authorizes cities to issue bonds for the financing of housing for homebuyers; money can be used for rehab or home loans, but not construction financing; income limits make this program good for moderate income only; State Treasurer allocates bond level by area.

Responsible Agency: City Manager, City Attorney, City Council
Financing: Staff time
Objectives: Apply for allocation and issue bonds
Time Frame: Continuous

1.12 PROGRAM STATEMENT: Review AB 1862 program and prepare information for local bank(s)/savings and loan(s) to utilize. This program makes money available through California Housing Finance Agency and local lending institutions (with designation) for lower interest loans on homes to first-time home buyers. Homes must be 100% of average home value for area or less. Financing is arranged through the developer, no limit on how many units per area or developer (approximately 10,000 loans will be available State-wide). Lender must be approved by CHFA.

Responsible Agency: City Manager, City Attorney, City Council
Financing: Staff time
Objectives: Designation of one or more local lenders
Time Frame: Continuous

1.13 PROGRAM STATEMENT: Continue to utilize, to the fullest extent possible, available Federal subsidies to residents through the Section 8 or subsequent rental assistance program. If resources become available from Washington the City will apply for a share of these funds. The Housing Authority will provide information to residents on the use of any new housing assistance programs which become available.

Responsible Agency: Housing Authority
Financing: Section 8 Existing, State programs (Housing Assistance Program)
Objectives: 240 units by 1990
Time Frame: Continuing

- 1.14 PROGRAM STATEMENT: Encourage the development of housing affordable to very low, low and moderate income households by enlisting the cooperation of private developers in utilizing the programs of the Housing Element. Develop an active outreach program to inform private developers of housing programs and other incentives available, including but not limited to, density bonuses, second units, granny units, etc.
- Responsible Agency: Planning, Building Departments, Housing Authority
Financing: Staff time
Objectives: Inform individuals of available housing programs to increase affordable housing
Time Frame: Continuous
- 1.15 PROGRAM STATEMENT: Continue to support the emergency housing program operated by Napa County Council for Economic Opportunity (NCCEO), Napa Emergency Women's Shelter (NEWS) which provides emergency shelter for battered women and their children, and support the provision of transitional housing.
- Responsible Agency: City Manager, City Council
Financing: Revenue Sharing, CDBG and other City funds
Objectives: 1. Maintain existing shelters
2. 25 units - Housing for Homeless
3. 20 units - transitional housing
Time Frame: Continuous
- 1.16 PROGRAM STATEMENT: Encourage the development of affordable housing units by establishing procedures for the waiver of fees and the relaxation of development standards in return for commitments to provide low and/or moderate income housing.
- Responsible Agency: Planning Department, City Attorney, City Manager
Financing: City staff time
Objectives: Unknown
Time Frame: 1986
- 1.17 PROGRAM STATEMENT: Continue to participate in the Napa County Housing Task Force to study the needs of farm-workers County-wide and propose joint City and County measures to address these needs.
- Responsible Agency: Housing Authority, HAND
Financing: Staff time
Objectives: Study delineating actions for cities and County
Time Frame: In progress

- 1.18 PROGRAM STATEMENT: Undertake a cooperative sector by sector analysis of the Napa economy and the relationship of a jobs/housing balance to land use policies.
- Responsible Agency: Cities, County of Napa
Financing: Cities, County of Napa
Objectives: Provide basis for balancing employment and housing needs and coordinating housing needs with land use policies.
Time Frame: 1986-87
- 1.19 PROGRAM STATEMENT: Promote the development of low and moderate income housing on a City-owned site; consider assisting the developer by writing down the cost of the land.
- Responsible Agency: City Manager, City Council, Housing Authority
Financing: Appropriate public or private program
Objectives: 100 units of low and moderate housing
Time Frame: 1987-90
- 1.20 PROGRAM STATEMENT: Expand home ownership opportunities for low, moderate and first-time homebuyers by using mortgage credit certificates (MCC's - if available) which allow the tax benefits of home ownership to be used to help secure financing.
- Responsible Agency: City Manager, City Council, Housing Authority
Financing: Staff time
Objectives: Unknown
Time Frame: 1986-90
- 1.21 PROGRAM STATEMENT: Establish a flexible housing assistance fund designed to quickly respond to possible low and/or moderate income housing opportunities (e.g. self-help housing, new rental construction) on an individual basis
- Responsible Agency: City Manager, City Council, Housing Authority
Financing: CDBG
Objectives: 60 units at \$5,000 per unit
Time Frame: 1986-90
- 1.22 PROGRAM STATEMENT: Assist in the provision of affordable housing for very low income, developmentally disabled, mentally disordered or physically disabled persons.
- Responsible Agency: City Manager, City Council, Housing Authority
Financing: Project Self-Sufficiency
(Locally known as "Options")
Objectives: 50 units
Time Frame: 1986-90

GOALS, POLICIES AND PROGRAMS FOR THE CONSERVATION OF ENERGY

Introduction

As prices of gas and electricity rise, households are being faced with increasingly unaffordable shelter costs. If the City is to address housing needs in the future and continue to maintain affordability of planned new units, increased energy self-sufficiency is necessary. Continued future affordability can be ensured by careful land use planning and conservation measures promoted today.

The Conservation Element Energy Conservation Section discusses current State laws regarding passive and natural heating and cooling systems in subdivisions, solar shade control, as well as Title 24 energy standards for residential buildings. Energy policies support alternative and efficient transportation systems, reduction of energy consumption in buildings through design and proper landscaping, and implementation of other energy conservation techniques (See Programs 1.14, 1.15).

Goal for Energy Conservation

Assure increased energy self-sufficiency through use of energy conservation measures in all homes including low and moderate income housing.

Policies for Energy Conservation

1. Promote the use of energy conservation measures in low and moderate income housing.
2. Promote opportunities for use of solar energy by assuring solar access on all properties to be developed in the future.

Programs for Energy Conservation

- 2.1 PROGRAM STATEMENT: Promote and encourage the "weatherization" program operated by HAND and funded by Pacific Gas and Electric.

Responsible Agency: HAND
Financing: Pacific Gas and Electric
Objectives: As many as possible
Time Frame: Continuous

- 2.2 PROGRAM STATEMENT: Integrate solar access requirements into the City's zoning regulations and/or design standards to the extent feasible and compatible with the infill strategy of the General Plan.

Responsible Agency: Planning Department
Financing: City funds
Objectives: Amend the zoning ordinance or design policy
Time Frame: July 1986

GOALS, POLICIES AND PROGRAMS FOR THE IMPROVEMENT OF HOUSING

Introduction

State Housing Law requires that housing elements contain documentation of the needs to improve housing and programs to assure improvement of housing. Specifically, California Government Code, Article 10.6, Section 65583 states that the housing element shall include:

"an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled programs for the improvement of housing..."

Meeting housing needs takes many resources, including money from Federal, State and local sources. To the extent possible, the City seeks to improve existing housing to minimize the need for direct housing assistance as funding from these sources becomes more scarce.

Physical Improvement of Housing

The Napa Building Department estimates that 500 units within the City are suitable for rehabilitation.

It is recognized that requirements for improvements could result in economic hardship to owners as well as increased rent to tenants. For those who qualify, low interest rehabilitation loans are available through Housing Association for Napa Development (HAND), a non-profit corporation which contracts with the City of Napa to manage Housing and Community Development funds set aside for housing rehabilitation. Between 1980 and 1984 HAND has rehabilitated 160 units of housing. Despite the rehabilitation of 160 units, the Building Department estimates that the total number of units in need of rehabilitation remains at about 400 to 600 as the housing stock ages.

Energy conservation measures could help keep housing costs (utility payments) down for many citizens on fixed incomes. Any law, however, requiring substantial improvements may have unwanted effects on those it is designed to help. One result of any new law requiring insulation, over-hanging eaves, thermopane windows, solar heaters, etc., is that it increases the initial cost of the unit. While the merits of a new requirement may be laudable and even economically beneficial to the consumer in the long run, higher construction costs makes the unit unaffordable to a larger segment of the population. Programs now in effect to minimize the cost of energy conservation include Federal and State tax credits for installation of solar heaters and insulation. Loans are available to low income families through the Pacific Gas and Electric's Weatherization Program.

Housing Improvement Programs

The City currently operates a variety of programs designed to improve the housing in Napa, individual units, as well as neighborhoods and the affordability of housing. These activities include: use of Federal subsidies to assist existing households who have severe difficulty affording decent housing in the City; a priority of capital improvements needed in various

neighborhoods in the City, with funding plans to complete the projects; historic preservation policies; and use of Federal funding to make loans and grants to households whose homes need rehabilitation, but have little or no discretionary income with which to make improvements. The City proposes in the following programs to continue these activities and has included additional detail on the implementation measures with which the goal of improving housing will be carried out. As Federal assistance to funding these programs is either drying up (Section 8 assistance to existing household) or is no longer in existence (Section 8 assistance to new construction and rehabilitation), the City will seek ways of using its own resources most efficiently and to encourage the private sector to improve housing, through increased information and zoning incentives.

Goal for the Improvement of Housing

Upgrade affordable, low and moderate income housing to meet the needs of those current residents of the City who cannot afford safe, decent housing, through the improvement of existing housing units and housing affordability.

Policies for the Improvement of Housing

1. Continue to utilize Federal and State housing subsidies available to the fullest extent possible to meet the needs of lower income Napa households.
2. Support mixture of residential and commercial uses in such a way that existing residences can be retained where they are compatible in downtown area.
3. Continue rehabilitation of substandard residential units using Federal and State subsidies for lower income households.
4. Establishment by the City Council of positive incentive programs (utilizing Capital Improvement Funds, Revenue Sharing Funds, HCD Funds, etc.) for residents willing to assist in upgrading their area.

Programs for the Improvement of Housing

- 3.1 PROGRAM STATEMENT: Continue the rehabilitation of substandard residential units using available subsidies for lower income residents (both owner and rental units), in addition to code enforcement.

Responsible Agency: HAND; Housing Authority

Financing: Community Development Block Grant, CHFA, or any suitable State, Federal or privately-funded program

Objectives: 1. 16 units - Section 312
(Renewal/Code Enforcement Areas)
2. 112 units - Section 8 (Moderate Rehabilitation)
3. 160 units - CDBG (2/3 owner; 1/3 renter)

Time Frame: Continuing effort

3.2 PROGRAM STATEMENT: Continue periodic review by the Housing Commission, Planning Commission and City Council of residential areas needing improvements, through the Capital Improvement Plan.

Responsible Agency: Planning and Public Works Departments,
City Manager

Financing: Staff time

Objectives: Periodic review

Time Frame: Continuous

GOALS, POLICIES AND PROGRAMS FOR THE MAINTENANCE OF HOUSING

Introduction

State Housing Law requires that housing elements contain documentation of the need to maintain housing and programs to assure maintenance of housing. Specifically, California Government Code, Article 10.6, Section 65583 states that the Housing Element shall include:

"an identification and analysis of existing and projected housing needs and a statement of goals, policies, quantified objectives, and scheduled programs for the preservation of housing..."

There are many residents in Napa whose housing needs are currently being met. They live in safe housing which is affordable to them. The City seeks to promote maintenance of housing in Napa at the same time that housing is improved and developed within the City to meet existing needs. In this way, residents with satisfactory housing may continue to live in safe, affordable housing in the future.

Physical Maintenance of Housing

The Napa Building Department estimates that approximately 500-600 units within the City of Napa need rehabilitation and approximately 60 units are in need of replacement.

Maintenance of Rental Housing

In today's housing market many households are not able to afford to buy their own homes, and some prefer to rent. A supply of affordable rental housing will continue to be important in meeting the housing needs of 39% of Napa's population.

Many people are deprived of an opportunity to live in Napa, even though they may have incomes equal to or exceeding those of area residents, because a one or two-bedroom unit on a small lot is virtually non-existent. Those affected include:

1. Those whose children have left home and who no longer need or desire a large house and yard but wish to stay in their own neighborhood;

2. Transient personnel, members of the military, etc., who wish to rent or buy a two-bedroom unit, for example, for the year or two they are in Napa;
3. Working women head of households who, alone or with a child or two, could be accommodated in a one or two-bedroom unit. This sector of the market is expected to increase in size as expanding job opportunities increase their purchasing power.

In 1980 the U.S. Census estimated that 61% of Napa households owned their own homes and 39% rented housing. To preserve these percentages of owner/renter housing, ABAG estimates that the City of Napa will need 93 additional units of rental housing in 1985. These 93 units are estimated based on the tenure character of housing being built in Napa.

Maintenance of Housing Affordability

Many retired residents face increasing housing cost (rent and/or utilities) or limited fixed income. Without containment of these costs, many more households will be forced to seek housing assistance. Utility costs could be reduced by reducing energy consumption. Housing costs, rentals and ownership payments, however, are often beyond the residents' control.

Condominium Conversion

When an area's vacancy rate is low and new rental units are not being built, the conversion of rental units to condominiums can deplete the rental housing stock. The City of Napa now regulates the number of condominium conversions during a "housing shortage". The ordinance prohibits conversions of rental units to condominiums when the City-wide vacancy factor is found to be less than 3%, defined, as a "severe housing shortage". If the vacancy factor is more than 3% the City may allow conversion of one-half the total number of rental units built that year to condominium units.

Maintenance of Neighborhood Quality

Most people expect their neighborhood to be safe, livable and pleasant. Crime, loose animals, traffic noise, eyesores like junked cars, industrial noise, odors, and inadequate pedestrian and bicycle thoroughfares can cause frustration and many sometimes require government intervention (increased police patrols, noise ordinance, zoning amendments or enforcement, etc.). Adequate planning and environmental review can minimize these nuisances.

Housing Maintenance Programs

The City currently operates several activities designed to maintain housing in Napa. These activities include: code enforcement; rehabilitation loans and grants for lower income households; annual review of the Capital Improvement Plan; and a range of information and counseling services through the City Housing Authority.

The City proposes to continue these activities and to expand in several areas, including: expanded public information efforts; allowing residential uses downtown; public outreach to encourage energy conservation in existing

dwellings; follow-up for any housing discrimination complaints. These programs are continuations or extensions of existing programs and as such will not necessitate substantial increases in funding.

Goal for the Maintenance of Housing

Assure that the quality, safety, and livability of the housing stock in the City of Napa is continually maintained or upgraded, and that dilapidated housing which cannot be improved is replaced.

Policies for the Maintenance of Housing

1. Continuous enforcement by the Building Department and other appropriate agencies of the Housing, Electrical, and Fire Prevention Codes, and the Health and Safety Regulations. (A continuing effort.)
2. Continued replacement of dilapidated residential units. (A continuing effort.)
3. Deny conversions of rental developments where low or moderate income households would be displaced, to maintain supply of affordable rental housing.

Programs for the Maintenance of Housing

- 4.1 PROGRAM STATEMENT: Code Enforcement (of the Housing, Electrical Fire Prevention Codes and Health and Safety Regulations) by appropriate City departments, as is currently being done.

Responsible Agency: Building Department
Financing: City funds
Objectives: NA
Time Frame: Continuous

- 4.2 PROGRAM STATEMENT: Continue rehabilitation of substandard residential units using available government funds (See Improvement of Housing Program 3.2).

- 4.3 PROGRAM STATEMENT: Continue to provide information to all residents regarding home rehabilitation programs available. Increase public awareness of self-help and rehabilitation programs through outreach program. Send written information and have personnel canvas specific neighborhoods where rehabilitation efforts occur.

Responsible Agency: HAND, Building Department
Financing: CDBG
Objectives: NA
Time Frame: Continuous

4.4 PROGRAM STATEMENT: Assure the maintenance of residential areas by monitoring and periodically reviewing the City's Capital Improvement Programs (CIP) affecting Napa's neighborhoods. Review of the improvements plan shall also include verification that areas needing improvement are scheduled for funding to address needs at some time in the future.

Responsible Agency: City Manager, Public Works, and Planning Departments
Financing: NA
Objectives: Improvement of neighborhood quality through specific improvements as outlined in CIP.
Time Frame: Periodically

4.5 PROGRAM STATEMENT: Encourage preservation of historic homes and structures by implementation of Historic Preservation Element policies.

Responsible Agency: Planning Department
Financing: City funds
Objectives: NA
Time Frame: 1986

GOAL, POLICIES AND PROGRAMS FOR EQUAL OPPORTUNITY IN HOUSING

Goal for Equal Opportunity in Housing

Assure that housing programs maximize choice, avoid economic segregation, and avoid discrimination based on age, sex, race, and ethnic background.

Policies for Equal Opportunity in Housing

Promote equal opportunity in housing assessing non-discrimination in all City housing programs.

Programs for Equal Opportunity in Housing

5.1 PROGRAM STATEMENT: Promote equal opportunity in housing throughout City housing programs. Follow-up on any complaints.

Responsible Agency: Napa County Rental Information and Mediation Services (NCRIMS)
Financing: CDBG
Objectives: Ongoing
Time Frame: Continuous

REVIEW AND UPDATE

Introduction

In developing the 1982 General Plan Housing Element, the City sought public participation of all economic segments of the community to assure that housing needs would be addressed. Housing needs and related issues were discussed at General Plan public workshops, and at Housing Commission meetings. The City coordinated with county, regional and state agencies in calculating anticipated housing needs.

Goal for the Review and Update of the Housing Element

Assure that the goals, implementation measures and specific housing programs in this document are pursued within the establishment time frame, and continue to be compatible with other elements of the General Plan.

Policies for the Review and Update of the Housing Element

1. The Housing Commission, Planning Commission and City Council shall review the effectiveness of the Housing Element's policies and programs every other year following the adoption of the 1985 Housing Element Update. Data useful for this review include:
 - a. An update of new residential building permits and building completion reports by type and affordability of structure; update on continuing affordability of units built under developer agreements.
 - b. An update of the inventory of approved projects.
 - c. The median income for the area published annually by the Federal Government about April of each year.
 - d. Labor force data from the Employment Development Department.
 - e. Annual estimate of population from the State Department of Finance.
 - f. Percentage increase in the price of housing including new, resale and rentals.
 - g. Vacant land and zoning inventory.
 - h. Household information.
 - i. Monitor Housing Element Program Statements for effectiveness in providing housing.
2. Complete a comprehensive review and update of the Housing Element including reassessment of goals, implementation measures, priorities and programs in 1990.
3. Conduct at least one public hearing in conjunction with the every other year review.

TECHNICAL APPENDIX - HOUSING ELEMENT

TECHNICAL APPENDIX-A

1985 AND 1990 ESTIMATED HOUSING NEEDS BASED ON PROJECTED POPULATION AND HOUSEHOLDS CONTAINED IN ABAG'S PROJECTIONS '85

DATA:

1980 Napa households - 22,413*
1980 RUL housing stock - 22,910**
1985 projected Napa households - 24,460*
1990 projected Napa households - 26,500*
Desired vacancy rate - 4%***
Average demolition rate - 10 units/year****

- * AGAB Projections '85
- ** 1980 Census
- *** Housing and Community Development, "Sources of Data for Housing Elements," 1981
- **** Planning Department estimated based on Building Department records, 4/80-12/84; 46 units demolished; $46/4.66=10$

ESTIMATING METHODOLOGY:

1. Estimate the number of housing units needed to provide the desired 4% vacancy rate, 1980-1985: 480

$$\begin{aligned}0.04 \times 24,460 &= 978.4 \\22,910 - 22,413 &= 497 \\978 - 497 &= 481\end{aligned}$$

2. Estimate the number of housing units needed to replace units lost through demolition, 1980-1985: 50

$$10 \times 5 = 50$$

3. Estimate the total number of housing units needed to accommodate the projected 1980-1985 household population including vacant and replacement units: 24,990

$$24,460 + 480 + 50 = 24,990$$

4. Estimate the number of housing units needed to provide the desired 4% vacancy rate, 1980-1990: 560

$$\begin{aligned}0.04 \times 26,500 &= 1,060 \\22,910 - 22,413 &= 497 \\1,060 - 497 &= 563\end{aligned}$$

5. Estimate the number of housing units needed to replace units lost through demolition, 1980-1990: 100

$$10 \times 10 = 100$$

6. Estimate the total number of housing units needed to accommodate the projected 1990 household population including vacant and replacement units: 27,160

$$26,500 + 560 + 100 = 27,160$$

7. Estimate the incremental number of housing units needed between 1980 and 1990 to accommodate the projected 1990 household population including vacant and replacement units: 4,250

$$27,170 - 22,910 = 4,250$$

8. Estimate the average annual number of housing units needed between 1980 and 1990 to accommodate the projected 1990 household population including vacant and replacement units: 425

$$4,250 / 10 = 425$$

1990 HOUSING NEEDS AND POPULATION ESTIMATE BASED ON
ABAG'S AND SRI'S PROJECTED EMPLOYMENT GROWTH BETWEEN
1980 AND 1990

DATA:

1990 projected increase in Napa Co. employment - 9,530*
 1990 projected increase in Napa Co. employment - 10,000+
 1990 projected increase in Napa Co. out commuters - 1,400*
 1990 estimated percentage of in commuting - 3%**
 1990 projected Napa Co. employed resident - 54,100*
 1990 projected Napa Co. households - 42,880*
 Percentage of Napa Co. 1980-1990 households in the RUL - 60%++
 1980 RUL households - 22,392**
 1980 RUL housing stock - 22,910**
 1990 projected Napa households - 26,500*
 Desired vacancy rate - 4%***
 Average demolition rate - 10 units/year****
 1990 estimated population per household - 2.40*

* ABAG projections '85
 ** 1980 Census
 *** Housing and Community Development, "Sources of Data for Housing
 Elements, " 1981
 **** Planning Department estimate based on Building Department
 records, 4/80 - 12/84; 46 units demolished; $46/4.66 = 10$
 SRI, "Summary Economic Analysis for the City of Napa, 1982
 ++ Planning Department estimate based on Census data

ESTIMATING METHODOLOGY:

1. Estimate the total number of Napa County new jobs including commuters,
1980-1990: 10,830

$$(9,530 + 10,000) / 2 = 9,765$$

$$9,765 + 1,400 = 11,165$$

$$0.03 \times 11,165 = 335$$

$$11,165 - 335 = 10,830$$
2. Estimate the number of Napa County employees per household, 1980-1990:
1.26

$$54,100 / 42,880 = 1.26$$
3. Estimate the number of Napa County employment related households,
1980-1990: 8,600

$$10,830 / 1.26 = 8,595$$
4. Estimate the number of RUL employment related households, 1980-1990:
5,160

$$8,600 \times 0.60 = 5,160$$

5. Estimate the total number of RUL households, 1980 - 1990: 27,550
 $22,392 + 5,160 = 27,552$
6. Estimate the number of RUL housing units needed to provide the desired 4% vacancy rate, 1980-1990: 590
 $0.04 \times 27,210 = 1,108$
 $22,910 - 22,392 = 518$
 $1,108 - 518 = 590$
7. Estimate the number of housing units needed to replace units lost through demolition, 1980-1990: 100
 $10 \times 10 = 100$
8. Estimate the total number of housing units needed to accommodate the projected 1990 household population including vacant and replacement units: 28,240
 $27,550 + 590 + 100 = 28,240$
9. Estimate the incremental number of housing units needed between 1980 and 1990 to accommodate the projected 1990 household population including vacant and replacement units: 5,330
 $28,249 - 22,910 = 5,330$
10. Estimate the average annual number of housing units needed between 1980 and 1990 to accommodate the projected 1990 household population including vacant and replacement units: 530
 $5,330 / 10 = 533$
11. Estimate the 1990 RUL household population based on the projected 1980-1990 employment growth: 66,220
 $27,550 \times 2.4 = 66,233$
12. Estimate the total 1990 RUL population based on the projected 1980-1990 employment growth: 67,020
 $66,220 + 800 = 67,020$
13. Estimate the total 1990 RUL population increase based on the projected 1980-1990 employment growth: 9,290
 $67,020 - 57,730 = 9,290$

1990 RUL POPULATION BASED ON ABAG'S REGIONAL HOUSING
NEEDS FIGURES

DATA:

1980-1990 ABAG Regional Housing Needs (AB2853) Estimate - 4,811*
 1980 RUL housing stock - 22,910**
 Regional Housing Needs (AB2853) vacancy and replacement factor - 4.87%
 1990 estimated population per household - 2.40***
 1990 estimated group quarters population - 800***

* ABAG Regional Housing Needs (AB2853)
 ** 1980 Census
 *** ABAG Projections '85

ESTIMATING METHODOLOGY:

1. Estimate the total 1990 RUL housing stock: 27,720
 $22,190 + 4,811 = 27,721$
2. Estimate the 1990 RUL households: 25,940
 $27,270 \times 0.047 = 1,328.05$
 $27,270 - 1,328 = 25,942$
3. Estimate the 1990 RUL household population: 64,850
 $25,940 \times 2.4 = 64,850$
4. Estimate the total 1990 RUL population: 65,650
 $64,850 + 800 = 65,650$

ESTIMATED HOUSEHOLD POPULATION, HOUSING UNITS NEEDED FOR
POPULATION OF 75,000 BY THE YEAR 2000

DATA:

2000 Estimated group quarter population - 1,000*
2000 Estimated population per household - 2.30*
Desired vacancy rate - 4%***
1980 RUL housing stock - 22,910**
1980 RUL households - 22,392**
Average demolition rate - 10 units/year****

* ABAG Projections '85
** 1980 Census
*** Housing and Community Development, "Sources of Data for Housing Elements," 1981
**** Planning Department estimate based on Building Department records, 4/80 - 12/84: 46 units demolished; $46/4.66 = 10$

ESTIMATING METHODOLOGY:

1. Estimate the year 2000/RUL household population: 74,000
 $75,000 - 1,000 = 74,000$
2. Estimate the year 2000/RUL households: 32,174
 $74,000 / 2.30 = 32,179.9$
3. Estimate the number of housing units needed to provide the desired 4% vacancy rate, 1980-2000: 770
 $0.04 \times 32,170 = 1,286.8$
 $22,910 - 22,392 = 518$
 $1,286 - 518 = 768$
4. Estimate the number of housing units needed to replace units lost through demolition: 200
 $10 \times 20 = 200$
5. Estimate the total 2000 RUL number of housing units: 33,140
 $32,170 + 770 + 200 = 33,140$
6. Estimate the incremental number of housing units needed between 1980 and 2000 to accommodate the projected 2000 household population including vacant and replacement units: 10,230
 $33,140 - 22,190 = 10,230$

7. Estimate the average annual number of housing units needed between 1980 and 2000 to accommodate a population of 75,000 including needed vacant and replacement units: 512

$$10,230 / 20 = 511.5$$

ESTIMATED HOLDING CAPACITY FOR VACANT, UNDEVELOPED AND
UNDER-UTILIZED LAND WITHIN THE RUL LINE BASED ON DENSITY
RANGES OF THE 1982 GENERAL PLAN

A discussion of the data presented in Table 10-12, used to assess the amount of land available for housing.

1. Overview and Background

The basic data used in the Table was provided by the Land Use/Vacant Land Program. This program was undertaken by the Planning Department in the fall and winter of 1984-85 with the help of student interns from the Sonoma State Planning Program. The City's Community Services Building (Planning, Housing, Building and Public Works Departments) computerized data base contains information on each Assessor's Parcel within the RUL Line. All parcels with Assessor's Codes indicating a residential use (single-family, apartments, mobilehome parks, etc.) were separated from all others and assigned an appropriate four digit code. The remaining parcels were field surveyed to determine the use at the time of the inventory. The size (in square feet) of each parcel was also calculated and/or measured.

This information was entered then entered into the computerized data base. Four report programs, designed to organize and retrieve the data in specific ways, were developed by the City's Data Processing Department.

2. Vacant-undeveloped and Under-utilized Acreage

The information used to estimate the holding capacity of the 1982 General Plan comes from the Residential Development Potential report program. This program identifies vacant-undeveloped and under-utilized parcels by residential land use designation for each of the 16 planning areas in the 1982 General Plan. It also provides totals the area of parcels for each category in square feet and acres. Parcels considered vacant-undeveloped include those presently used for agriculture such as vineyards which do not involve significant structures.

As an infill plan, the 1982 General Plan relies heavily on existing parcels within the RUL Line to provide the land resources for housing. Consequently, it was necessary to account for under-utilized parcels. The system uses a three step process to define under-utilized parcels, determine the area of the under-utilized portion of the parcel and judge whether it should be considered potentially useful for additional housing.

Under-utilized parcels have single-family uses and a "surplus" of land. Since the use codes do not reflect the exact number of units in multiple-family developments needed for the rest of the process,

the definition of under-utilized parcels is limited to single-family parcels only. Because most multiple-family developments occupy most of a parcel this should not adversely affect the analysis. The program examines the parcel record and if large enough (Size) it subtracts an assumed area (Home Area) for the existing dwelling. If the result of this process is equal to or greater than the assumed area (Home Area) then the parcel is considered under-utilized and the residual is added to the list and total. Because the General Plan establishes densities the Size and Home Area are keyed to the land use designations of the Plan. These values are described below.

<u>Land Use Designations</u>	<u>Size</u>	<u>Home Area</u>
Estate Density Residential (not more than 3.0 du/ac)	43,560	21,780
Low Density Residential (>3.0 to not more than 6.0 du/ac)	14,000	7,000
Medium Density Residential (>6.0 to not more than 12.0 du/ac)	10,000	5,000
High Density Residential (>12.0 to not more than 25.0 du/ac)	10,000	5,000

The system then applies a more practical test designed to assess the probability that the residual area will in fact be useful for housing. The process assumes that the residual area must have at least one acre for Estate Residential and one half acre for all the other residential designations to be considered having the potential for more housing.

3. Assumed Available Acres

The history of urban development suggests that a significant fraction of vacant lands are never developed regardless of economic pressure. The reasons for this situation range from physical constraints such as flood plain locations to lifestyle choices - the desire and ability to own an undeveloped lot for personal reasons. The holding capacity estimate assumes that 25% of the presently vacant land will not be available for residential development through the time horizon of the Housing Element, 1990 and perhaps beyond.

4. Potential Housing Units

The number of potential housing units is determined by multiplying the net vacant-underdeveloped and under-utilized acreage by the low, mid and high range densities for each residential land use designation.

5. Housing Unit Total

The potential housing units are combined with the 1980 housing unit total from the Census and number of units added since 1980 to yield the estimated housing capacity of the 1982 General Plan for a range of densities.

6. Population Estimate

The housing unit total is multiplied by a number of possible population per household figures to produce an estimate of the population holding capacity of the 1982 General Plan.

DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT

Division of Research and
Policy Development
921 Tenth Street
Sacramento, CA 95814
(916) 323-3176

October 15, 1985

Mr. David Finnegan
City Manager
City of Napa
P.O. Box 660
Napa, CA 94559

Dear Mr. Finnegan:

RE: Review of the City of Napa's Draft Housing Element

Thank you for submitting Napa's draft housing element, received September 3, 1985, for our review. As you know, we are required to review draft housing elements and report our findings to the locality (Government Code Section 65583(c)).

An October 1, 1985 telephone conversation with Charles Woods of your staff has facilitated our review. This letter and appendix summarize the conclusions of that discussion.

The element is well written and contains much useful information about the City of Napa. The discussion of jobs/housing balance in the element indicates a commitment to balanced growth. In our opinion, however, certain revisions are necessary before the element will comply with Article 10.6 of the Government Code.

We hope our comments are helpful to the City and we wish you success in the implementation of your housing program. We appreciate the time and effort of Mr. Woods during the course of our review. In accordance with requests pursuant to the Public Information Act, we are forwarding copies of this letter to the persons and organizations listed below. If you have any questions about our comments please contact Jared Goldfine of our staff at (916) 324-6765.

Sincerely,



Nancy J. McKee, Chief
Division of Research and
Policy Development

cc: Brad Inman, Bay Area Council
Manuel M. Medeiros, State Department of Justice
Bob Cervantes, Governor's Office of Planning and Research
Tom Bannon, California Building Industry Association
Charles Woods, Planner, City of Napa

APPENDIX

City of Napa

The following changes would, in our opinion, bring Napa's draft housing element into compliance with Article 10.6 of the Government Code. Following each recommended change we cite the supporting section of the Government Code. Where particular program examples or data sources are listed, these are suggestions for your information only. We recognize that Napa may choose other means of complying with the law.

A. Housing Needs, Resources, and Constraints

1. Analyze and document household characteristics, including level of payment compared to ability to pay, housing characteristics, including overcrowding, and housing stock conditions (Section 65583(a)(2)). Provide figures for the number of units needing rehabilitation and replacement.
2. Analyze potential and actual governmental constraints upon the maintenance, improvement, or development of housing for all income levels, including land use controls, building codes and their enforcement, site improvements, fees and other exactions required of developers, and local processing and permit procedures (Section 65583 (a)(4)). Broaden the discussion of on- and off-site improvements, and fees and exactions.

B. Quantified Objectives

Provide quantified objectives for the maximum number of units to be constructed, rehabilitated, and conserved over the planning period of the element (Section 65583(b)). Provide the number of units that will be conserved.

C. Programs

1. Assist in the development of adequate housing to meet the needs of low- and moderate-income households (Section 65583(c)(2)). Specify the State and Federal programs which the City of Napa intends to utilize in the development of low-income housing. Enclosed you will find a brochure of programs administered by this Department.
2. Address and, where appropriate and legally possible, remove governmental constraints to the maintenance, improvement, and development of housing (Section 65583(c)(3)).
3. Describe how local government shall make a diligent effort to achieve public participation of all economic segments of the community in the development of the housing element (Section 65583(c)). While the element describes a model for public participation, please discuss the public participation efforts undertaken in the development of this element.

D. Review

An updated housing element should reflect the results of a review and evaluation of the previous element according to all of the following criteria:

1. The appropriateness of the housing goals, objectives, and policies in contributing to the attainment of the State housing goal.
2. The effectiveness of the housing element in attainment of the community's housing goals and objectives.
3. The progress of the city, county, or city and county in implementation of the housing element (Section 65588)

Localities throughout the State have found that a summary of this review in the revised element is of great value. We urge Napa to include a summary of this evaluation in the revised element. In the draft it is indicated that the Housing Commission will evaluate the City's progress in addressing housing needs. Perhaps reports prepared by the Napa Housing Commission could serve as the basis for a discussion to be included in the element update.

STATE OF CALIFORNIA

DEPARTMENT OF HOUSING AND COMMUNITY DEVELOPMENT

DIVISION OF COMMUNITY AFFAIRS

921 Tenth Street
Sacramento, CA 95814

DIVISION CHIEF
Robert Weinberger

(916) 322-1560

December 1984



The Division of Community Affairs is the principal program and assistance branch of the Department of Housing and Community Development (HCD). The Division administers the housing and community development programs assigned to the Department, and provides technical assistance in various aspects of housing and community development to local governments and agencies, nonprofit organizations, the private sector, and Indian reservations or rancherias.

SPECIAL DEVELOPMENT SERVICES

Construction Technical Assistance Officer

This statewide technical assistance program provides a variety of assistance and research to local governmental agencies, private organizations and individuals in the fields of housing development, housing management, housing finance, rental and homeownership assistance, and community development. Consultation is provided to organizations presently under contract with the Department in cost estimating, site and dwelling unit inspection, work write-ups and specifications, project monitoring, and other subjects relating to housing and community development.

Contact person: Bill Duclous (916) 323-6536

Architectural/Energy Officer

This program provides architectural and energy related technical assistance to local government agencies, profit and nonprofit housing and community development organizations, and individuals seeking assistance with review of architectural plans and specifications, cost estimates, material

"take off" lists, applicability of new construction techniques and innovations, building code and zoning compliance, solar design and alternate energy uses, energy efficient building plans, Federal and State energy requirements, as well as other construction and energy related functions. Additionally, this program's staff is the primary consultant to Division staff and programs in the areas stated.

Contact person: Carl Hencken (916) 322-1560

REHABILITATION AND HOUSING ASSISTANCE SECTION

Sal Solinas, Section Chief -

Telephone (916) 323-6310

Deferred Payment Rehabilitation Loan Program

The Deferred Payment Rehabilitation Loan Program provides funds for deferred payment loans to rehabilitate housing occupied by low- and moderate-income homeowners and renters. Local governmental agencies, nonprofit corporations, and recognized Indian tribes or rancherias that are operating housing rehabilitation programs are eligible to apply for a fund commitment. A total allocation of \$10 million has been appropriated to this program.

Contact person: Bob Stone (916) 323-6313

Special User Housing Rehabilitation Program

The Special User Housing Rehabilitation Program provides deferred payment loans for the acquisition and/or rehabilitation of rental housing

developments for low income persons. It has two components. Under one component, formerly named the Demonstration Housing Rehabilitation Program for the Elderly and Handicapped, \$2 million has been used to subsidize the acquisition and/or rehabilitation of apartments and group homes for the elderly or handicapped. Under the second component, \$5 million has been allocated for the preservation of residential hotels.

Contact persons: Russ Schmunk (916) 324-7244
Bob Stone (916) 323-6313

Housing Assistance Program

The Housing Assistance Program provides technical assistance and rental subsidies utilizing Federal housing assistance payments to developmentally disabled, mentally disordered, and physically disabled adults, and to low income persons and families in rural areas. The Housing Assistance Program for the Disabled, administered through local housing authorities, provides 3,937 units of existing Section 8 housing for the disabled. The Housing Assistance Program also administers 412 units of "Existing" Section 8 and 55 units of "Moderate Rehabilitation" Section 8 housing for low income persons and families in small rural counties which do not have their own housing authorities. In addition, the Housing Assistance Program administers 224 units of Section 8 assistance used for dwellings owned by three local housing authorities.

Contact persons: Earl Lee (916) 323-5747
Veronica Gennal (916) 322-6786

Independent Living Housing Assistance Program

The Independent Living Housing Assistance Program provides rental housing assistance payments subsidies to very low income developmentally disabled, mentally disabled, or physically disabled persons who are receiving independent living skills training. A one-time General Fund appropriation of \$250,000 has been allocated by HCD to nonprofit human services agencies to disburse to owners of rental housing on behalf of eligible disabled tenants who participate in their independent living skills training programs.

Contact person: Earl Lee (916) 323-5747

Rehabilitation Local Government Assistance Program

The Department provides technical assistance or training sessions for those cities, counties, and nonprofit corporations operating or planning housing rehabilitation programs. Subject areas covered are loan packaging with HUD funds, multifamily rehabilitation, FmHA 504 loan packaging, and program policy and administration.

Contact persons: Bob Stone (916) 323-6313
Sal Solinas (916) 323-6310

Residential Hotel Demonstration Program

The Department provides technical assistance to for-profit owners, nonprofit organizations, and local agencies to use available State and Federal programs for the rehabilitation of residential hotels. Approximately \$300,000 in low interest

deferred payment loans for the rehabilitation of residential hotels has been awarded by the Department from a one-time appropriation of California Housing Finance Agency funds. The primary goal of this program is to demonstrate the feasibility of preserving residential hotels as a continuing source of private-market housing, meeting the needs of certain low- and very low-income single persons.

Contact persons: Bob Stone (916) 323-6313
Russ Schmunk (916) 323-7244

MIGRANT AND INDIAN HOUSING SERVICES SECTION R. Gordy de Hecochea, Section Chief - Telephone (916) 324-6167

Migrant Services Program

The Migrant Services Program provides funding to 14 contractors to provide migrant farmworkers and their families with temporary housing and related services during the peak harvest season. Twenty-five migrant housing centers in rural areas from Bakersfield to the Oregon border are State-funded to operate under this program. Approximately 12,000 migrants are housed in the 2,000 OMS units during the peak harvest season.

Contact person: Fortino (Mike) Cardenas
(916) 323-6165

California Indian Assistance Program

The California Indian Assistance Program concentrates on the housing and related needs for Native

Americans utilizing available resources at the Federal, State and local governmental levels. The CIAP staff provides technical assistance to reservations, rancherias, and Indian communities, to assess needs, determine program availability, assist in loan and grant applications, and implement funded programs such as Community Development Block Grants, Farmers Home Administration programs, and Economic Development Administration program, etc.

Contact person: Jack Sanderson (916) 324-6166

PREDEVELOPMENT AND FARMWORKER HOUSING ASSISTANCE SECTION

Farmworker and Housing Assistance Programs Vacant - Program Manager

Housing Development Technical Assistance

The Housing Development Technical Assistance staff provides comprehensive technical assistance to local governmental agencies, nonprofit organizations and the private sector in both urban and rural areas throughout the State. This program has been designed to work in conjunction with the Housing Predevelopment Loan Funds.

Contact person: Martin Zone
(916) 322-9392

Cooperative Housing Assistance

The Cooperative Housing Assistance staff assists local government agencies and nonprofit or profit organizations with all aspects of cooperative housing development including project feasibility in financing, organization, legal issues, management and board training.

Contact person: Martin Zone (916) 322-9392

Senior Citizens Shared Housing Program (SCSH)

The Senior Citizens Shared Housing Program provides grants to assist seniors to change their living arrangements from that of living alone to sharing existing housing with seniors and non-seniors. As a result of shared housing, seniors are expected to obtain reduced housing costs. \$300,000 has been appropriated to this fund to fund shared housing programs for the next two years. Grant funds are awarded to nonprofit organizations and must be matched with an equal amount of funding or in-kind support. The funds are used to cover staff and office operation costs. The maximum grant award is fifty thousand dollars (\$50,000).

Contact Person: Bill Evans (916) 323-6332

Surplus Lands Program

The Surplus Lands Program reviews federal, state, and local government land inventories and

announcements for sites which have low- and moderate-income housing development potential. If a site has this development potential, local developers (government, nonprofit, and for-profit) are notified, and assisted with site acquisition and development planning.

Persons who want a comprehensive review of the regulations and information about the process pertaining to identification and acquisition of federal, state, and local government properties can order HCD Publication #34, UTILIZING PUBLIC SURPLUS LANDS, A HOUSING DEVELOPERS' GUIDE.

Contact person: Bob Fitch (916) 324- 6332

Technical Assistance for Mobilehome Park Conversions

Comprehensive technical assistance is available to residents of mobilehome parks who wish to purchase the mobilehome parks in which they live. This technical assistance may cover such areas as organizing, financing, government approvals, and management. To the extent that HCD's resources are limited, priority will be given to requests by low- and moderate-income park residents. Fees may be charged for these services.

Contact person: Gerald L. Rioux (916) 324-6337

Rural Finance Marketing Program

This program provides rural homebuyers, builders, realtors, and developers with information about the CHFA below-market rate interest rate mortgage

program for financing first-time homebuyer single-family (detached, condominium, townhouse) new construction. Rural applicants for CHFA financing are assisted with project evaluation, development, and application processing.

Contact person: Bob Fitch (916) 324- 6332

Emergency Housing Program

The Emergency Housing Program provides direct grants to local government or nonprofit organizations that shelter needy persons and families on an emergency basis. The \$1.7 million allocated for this program will be awarded, on a competitive basis, to eligible organizations as soon as the enabling legislation becomes effective on January 1, 1984.

Contact person: Bob Fitch (916) 324- 6332

California Housing Advisory Service (CHAS)

The California Housing Advisory Service provides grants to local government agencies, nonprofit organizations, recognized Indian tribes, and community design centers for the purpose of establishing local housing advisory services that assist individuals and groups with the self-help construction or rehabilitation of their housing. \$200,000 has been appropriated to this program annually. Development assistance and referral are also available.

Contact person: Paul Phillips (916) 323-6309

Grove-Shafter

The Grove-Shafter Replacement Housing will be completed when transfer of the 13 units of rehabilitated single-family housing is transferred to the Oakland Housing Authority and eight additional units are sold to the low-income families currently living in them. A total of 323 units of replacement housing has been provided.

Contact person: Martin Zone (916) 322-9392

Farmworker Housing Grant Fund

The Farmworker Housing Grant Fund provides up to 50 percent matching grants to local governmental agencies, nonprofit corporations, cooperative housing corporations, and recognized Indian tribes or rancherias for the purpose of developing new rehabilitated housing for low-income agricultural employees. Funding priority is given to projects which are designed for ownership by agricultural employees. This fund has an annual appropriation of \$2.5 million.

Contact person: Tom Monahan (916) 322-9391

Predevelopment Loan Programs

Georgann Eberhardt: (916) 324-6320

Rural and Urban Predevelopment Loan Funds

The Rural and Urban Predevelopment Loan Funds provide 7 percent loans to local governmental agencies, nonprofit organizations and cooperative housing corporations for the preliminary costs of developing assisted housing for low-income families and elderly or handicapped persons in rural and urban areas of the State. Authorized costs include site acquisition and preparation; architectural, engineering, legal, permit and application fees; and bonding expenses. Loans are not available for construction financing or administrative costs. Total allocations of \$4 million and \$5 million respectively have been appropriated for these two revolving loan funds.

Rural Land Purchase Fund

The Rural Land Purchase Fund provides 7 percent loans to local governmental agencies and nonprofit organizations for the purchase of land in rural areas to develop housing for low-income persons. An allocation of \$1 million has been appropriated to this fund.

HOUSING CONSTRUCTION FINANCE SECTION

John Atha, Acting Section Chief
(916) 323-6321

Homeownership Assistance Program

The Homeownership Assistance Program provides up to 49 percent of the purchase price of a dwelling unit in the form of a mortgage participation with an institutional lender, to enable eligible households to purchase housing which they would otherwise be unable to acquire. Upon sale of the unit, the State will share in the sales proceeds in an amount proportionate to its original investment. The balance of financing for the purchase would come from private or other public lending institutions. Under this program, HCD may assist (1) renters to purchase their units who otherwise would be displaced by condominium or stock conversions; (2) mobilehome park residents to purchase their spaces if the park is to be converted to a condominium or stock cooperative; (3) households to purchase a mobilehome placed on permanent foundations; and (4) stock cooperatives or nonprofit corporations to develop or purchase mobilehome parks. An allocation of \$7.5 million has been appropriated to this fund.

Contact person: Albert H. Blum (916) 324-6333

Rental Housing Construction Program

The Rental Housing Construction Program provides funds, through local agencies or the California Housing Finance Agency (CHFA), for the development of new rental units by private, nonprofit or public agency sponsors. Not less than 30 percent of

the units in each rental development assisted under the program are to be made available to the households of low- and very low-income. The remaining units in each development may be made available to moderate-income market rate households. An allocation of \$75.5 million has been appropriated to this fund. Starting in October 1983, the department was authorized to establish and administer an annuity fund and make commitments to provide rent supplement payments from the fund directly to sponsors of rental housing developments being financed under the Farmers Home Administration 515 program to ensure affordable rents to eligible households. \$4.2 million has been allocated to this program.

Contact person: John Atha (916) 323-6321

COMMUNITY DEVELOPMENT SECTION

Carol J. Smith, Section Chief - Telephone (916) 445-6000

Rural Development Assistance Program (Eureka, Danning)

California was one of four states funded in 1977 by HUD and the USDA to demonstrate new systems for increasing the use of federal, state, and private community development finance programs in previously underserved rural areas of the State. Finance and development experts in the areas of housing and community facilities are outstationed in rural counties to provide continuous onsite assistance and training to local officials. The staff is experienced in housing rehabilitation, new construction of multi-family and single-family housing, and the development of water and waste water facilities. Originally located in Quincy

(1979 and 1980), the program served Siskiyou, Modoc, Lassen, and Plumas Counties. Consultation continues in the original "demonstration" counties, but in 1981 the statewide office was relocated to Jackson, with a field office in Bishop to provide services to Alpine, Amador, Tuolumne, Calaveras, Inyo, and Mono counties. In February 1982, a field office was opened in Brawley to provide service to Imperial County and the rural areas of Riverside County. In September 1982, the North Coast Office opened to serve the counties of Del Norte, Trinity, and Humboldt. The Southern California office has been retained to serve Imperial, Riverside, and Inyo counties, though it has been relocated to Banning.

Contact person: Wayne Walker (707) 443-6753

State Community Development Block Grant Program

In October 1982, ICD assumed the administrative responsibility for the CDBG nonentitlement program formerly administered by HUD (the Federal Department of Housing and Urban Development). Each year an RFP (Request for Proposal) is issued and eligible small cities and counties compete for approximately \$27 million. These funds provide grants to eligible small cities and counties for a variety of housing, public facilities, and economic development activities primarily benefiting lower income people.

Contact person: Dave Williamson (916) 445-6000

Eureka Office Address:

Department of Housing and Community Development
Division of Community Affairs Regional Office
Rural Development Assistance Program
624 C Street
Eureka, CA 95501
(707) 443-6753

Banning Office Address:

Department of Housing and Community Development
Division of Community Affairs Regional Office
Rural Development Assistance Program
603 West Ramsey Street
Banning, CA 92220
(716) 849-4617

Department of Housing and Community Development
Division of Community Affairs Morongo CIAP Office
P.O. Box 776
Banning, CA 92220
(Location: 11501 Potrero Road
(714) 849-5713

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Historic Preservation Element

INTRODUCTION

Local governments concerned with the preservation of historic resources may elect to adopt an Historic Preservation element. California has enacted enabling legislation which recognizes the preservation of historic resources as a planning issue and places preservation within the general plan framework. The primary focus of historic preservation is to provide a solution to the continued destruction of the manmade environment.

Cultural resources, like natural resources, are vital to the well-being and survival of the human community; such resources must be identified and protected. The Historic Preservation element develops a comprehensive program for historic preservation.

IMPORTANCE OF HISTORIC PRESERVATION

A city's history is reflected in its development pattern. While physical features in a city are continually changing, older developed areas are relatively permanent. The physical forms of urban neighborhoods including the street pattern, architectural design, landscaping character, type of street furniture all represent development concepts and ideals of their period of construction.¹

The City of Napa has many buildings and neighborhoods of historic interest and significance. Both the downtown and the surrounding residential area are still essentially Victorian in feeling. The 1878 Courthouse dominated the center of town, and the First Presbyterian Church provides a transition from downtown to the adjoining neighborhoods. Though the ground floors of almost all of the retail store buildings have been remodeled, their upper floors and many of the roof cornices remain as originally built. Napa is especially rich in late 19th century domestic architecture. Numerous examples exist of homes built from the mid 1870s. One can also find whole blocks of residential which have fully retained their 19th century flavor.² The Napa Community Redevelopment Agency has prepared and distributes five guides for architectural walking tours in Napa which show off some of these resources.

While some communities have limited the use of historic preservation to the establishment of specific historic or architectural landmarks, preservation has increasingly been viewed as a technique for urban revitalization. Preservation activities occur at all levels government as well as within various private organizations. A number of cultural, economic, social, and planning benefits result from historic preservation.

Cultural Benefits

The presence of the past can expand our understanding of who we are, where we have been, and where we might be going. The tangible presence of buildings and sites that speak of other times are a form of history and enable us to chart our way to the present and future. The styles, materials, and tastes of past inhabitants continue to supply imaginative alternatives to present choices.³

The psychological benefits of "feeling at home" are as real and as important as the education or aesthetic values of historic preservation. Surviving cultural resources establish that a town has had a unique past. Place names

1 Page 1, Conservation of Historic and Cultural Resources, Ralph W. Miner, ASPO, 1969.

2 Page 2, A Guide to Architecture in San Francisco and Northern California, David Gebhard et al, 1973.

3 Page 3, HPE Guidelines.

and recognizing the works of particular architects intrigue people. Historic resources may also have a wider significance in the history of the region, state, or nation.¹

Although good modern buildings can be designed and built today, no community can create an historic architectural legacy. The unique artistic and human qualities of historic neighborhoods cannot be recreated once they are lost to neglect or demolition. The recycling and rehabilitation of useful structures provides the vital mix of old and new that gives a community its unique identity.

Economic Benefits

While cultural benefits are crucial to any historic preservation program, the economic benefits make preservation more attractive. Some economic benefits are well known, specifically those related to tourism; other economic benefits are summarized below:

- Property Values. Rehabilitated and protected historic sites and districts acquire prestige and distinction; the property is more valuable, which is reflected in resale value. Government incentives such as the 1981 Economic Recovery Tax Act (ERTA) 25% and Investment Tax Credit (ITC) encourage investment in historical structures.
- Retail Sales and Commercial Rents. With the success of Ghirardelli Square in San Francisco and other similar ventures, communities are turning to historic preservation and compatible design controls in older core areas and commercial districts. Shoppers, business people, and professionals are attracted by the feel of older business blocks. Rental space increases in value along with retail sales.
- Replacement Costs. In a period of diminishing resources, expensive building materials, and rising construction costs, recycling older structures is becoming more cost-effective. Restoration of existing structures can be cheaper and the value returned per square foot greater than with new construction.
- Tax Revenue. If historic restoration raises the assessed value of historic structures, tax revenue will increase.
- Employment benefits. Preservation has created new jobs and new products to supply and support preservation activity.²
- Energy Conservation. Restoration or preservation of existing structures promotes the reuse of materials, reducing the consumption of natural resources as building materials.

¹ Page 4, HPE Guidelines.

² Page 4 & 5, Ibid.

Social Benefits

Historic preservation can be a reinvestment in neighborhoods which would otherwise have a limited future. Historic preservation programs structured to encourage citizen participation might convince groups that they have a construction role to play in the community's future. Preservation in residential areas may provide an answer to a city's housing needs by encouraging the rehabilitation of older structures. A city, by choosing to plan for preservation, may gain a healthier feeling about the future. Long range benefits will accrue as preservation begins to conserve a city's historic resources.¹

Planning Benefits

Knowledge of the city's past helps in understanding emerging patterns. In fully built communities, preservation planning may be the most realistic approach to reviving or maintaining the viability of the city. A greater knowledge of the city's cultural resources provides a stronger base for planning and informed decision-making. Citizens should be better able to understand preservation and its impact on their neighborhood.²

Environmental review requires knowledge of cultural resources in the community and the ability to assess potential impacts on these resources. Preservation planning's first task is to inventory cultural resources. With this information, planners can guide future projects around valuable sites or structures and can minimize detrimental impacts when cultural resources are involved.³

The Historic Preservation element gives planners the legal authority to pursue preservation goals. The general plan consistency requirement (Government Code 65860) further assures that planning will reflect preservation goals and policies when historic preservation, by incorporation into an element, becomes public policy.⁴

1 Page 5 & 6 Ibid.

2 Page 6 & 7 Ibid.

3 Page 4 & 5 Ibid.

4 Page 5 & 6 Ibid.

HISTORICAL OVERVIEW

Napa Valley's physical environment including its landforms, soils, minerals, climate, vegetation, water and animal life along with its geographic setting close to San Francisco Bay and along the main route to the Sierra Nevadas, have greatly influenced the cultural history of the area. From the hunting and gathering activities of the first Indians who settled in the area over 4000 years ago, to today's successful wine industry, the valley's natural features have shaped human use of the environmental. In turn, human modification of the valley's resources, through agriculture, the timber and mineral industries, the development of cities, transportation improvements, as well as outside political power struggles and historic events (the Gold Rush, Prohibition, the affluent culture of San Francisco, World War II, etc.) have influenced the current character of the City of Napa.¹

Geologic History

The Napa Valley was once beneath the ocean. Millions of years ago, from the Jurassic through Miocene periods, layers of marine sediments were laid down which today appear as sandstone, limestone, and other sedimentary rocks.

During Pliocene times, the valley, along with the rest of the continent was pushed up from the primordial sea. Slow, tremendous pressures of the earth rising and folding caused sedimentary formations to bend and crack. Erupting volcanos spewed huge amounts of ash and volcanic rocks onto the earth's surface, burying the marine layers hundreds of feet down.²

Folding of the earth's crust increased at the end of the volcanic period, forming the Mayacamas Mountains and the Napa Valley. Erosion of the mountain soils exposed earlier sedimentary deposits and minerals; streams carried fine sands and volcanic materials down to cover the valley floor. As parts of the valley floor were uplifted, some of the alluvial material was raised and partially eroded to form terraces, or foothill areas. Major streams continued to fill the valley with alluvium, which soon supported trees and lush vegetation where wildlife flourished.

The great variety of mineral substances accumulated in the area during both the sedimentation and volcanic periods, as influenced by air, water and erosion, produced a wide variety of soil conditions. The distribution of these various soils affect land use patterns and have resulted in the unique beauty of the region. The volcanic soils on the uplands produce fir and redwood forests; the foothill sedimentary soils support scrub oak, manzanita, and chaparral; the valley's alluvial soils form sparsely forested grassy hills and a sea of wild oats.³

The Native American Indians

The aborigine Indians are the first known people to settle in the Napa Valley and to utilize the natural resources to establish a human civilization. Archaeological evidence and written accounts by Mexican and American settlers describe the Indians as conservationists, hunting and gathering their food, and living in harmony with nature.

1 King, Norton L., Napa County: An Historical Overview, Office of Napa County.

2 Ibid.

3 King, Norton L., Napa County: An Historical Overview, 1967.

Approximately 4000 years ago, two principal Indians tribes inhabited the Napa area: the Wappos and the Patwins. The Wappo tribe was divided into sub-tribes: the Mayacamas (near Calistoga), the Calliionanas (near St. Helena), the Caymus (near Yountville), the Nappa (in and around the junction of the Napa River and Napa Creek), the Ulucas (on the east side of the Napa River), and the Soscol (generally south of the City of Napa). The Patwins also had tribelets and settlements, including the Tulukai (southeast Napa) and the Termenukme (near the City of Napa).¹

There were few cultural differences between the Wappos and Patwins. They led a simple, nomadic life, eating what they could find. They have been called "digger" Indians for their use of a digging stick to harvest roots, plants, bugs and other foods. Salmon and trout were caught in abundance; acorns, pine nuts and buckeye were made into meal for bread.

The Indians made shelters from tree branches reinforced with mud. Villages included as many as forty shelters, and at least two sweathouses, used for multiple cultural purposes. During summer, the Indians often lived among the streamside trees. The mild climate required little clothing.

The Indians led a peaceful life and were law abiding, religious, interested in education and appreciative of the area's natural beauty. The women did most of the every day work (gathering and preparing food, collecting wood for fires and house construction, caring for the children) while the men were responsible for hunting and fishing.²

The Spanish and Americans moved into the Napa area during the early 1800's displacing the Indian way of life. In 1831, when Yount arrived in the valley, there were 10,000 to 12,000 Indians living between Napa and Clear Lake; half of them lived in what is now Napa County. The Spanish moved many Indians to the Sonoma Mission to cultivate crops, but did not attempt to Christianize them. Throughout the San Francisco Bay Area diseases from white man (cholera, measles, smallpox and venereal diseases) killed thousands of Indians. Reprisals in which white settlers and soldiers decimated Indian villages were often over minor differences or unfounded Indian "fierceness". When farming and ranching took over the Valley in the mid 1800's, fences and clearing of the wildlands eliminated the Indians' means of livelihood. By the 1860's, nearly all of the Indians had been killed or had fled to other areas. The only true remnant of the Indian culture is the name Napa, which is thought to mean "village" or site.³

The Mexican Era and Early Settlement

The Mexican revolt from Spain stimulated settlement of northern California. The Mexican government was anxious to grant land for large ranches to establish a foothold against the Russians, British, Americans and Indians all of whom were trying to control the area.

¹ Napa County Register, Historical Napa County, March 30, 1963.

² Ibid.

³ King, Norton L., Napa County: An Historical Overview, 1967.

In 1823, Francisco Castro, a Spanish soldier, led the first recorded expedition into what is now Napa County. With him was Father Jose Altimira, in search of a location to establish a mission north of San Francisco. The twenty-first and final of the missions was built in Sonoma. Napa Valley became an important agricultural area to the missionaries. Father Altimira may not have been the first to cultivate vineyards in the valley, but he was the one that introduced the prolific mustard plant to the area.

Many American settlers began to arrive in Napa County in the early 1830's. One of the first was George C. Yount, a pioneer, soldier, hunter, trapper, overlander and frontiersman from North Carolina. During one of his travels to the area, he met General Vallejo and soon fell into his favor as an expert shingle-maker and close friend. Through Vallejo, Yount became the first non-Mexican to receive a land grant (nearly 12,000 acres) in Napa. Yount lived peacefully among the Napa Indians, built a flour mill and sawmill, and welcomed many white settlers in search of a home. He was a leading figure in the early settlement of the Napa Valley, and was honored by the naming of Yountville which sits on part of his previous Rancho Caymus.

From 1836 to 1846, the Mexican government granted nearly all of the valley lands to important Mexican citizens. These ranchos established subsequent population settlement patterns and soon displaced the Indian villages. Large herds of cattle grazed the land, leading to the valley's first industry-tanning. Grapes were an important crop, as was wheat. Flour mills were erected and sawmills were built to process timber taken from the mountains and hillsides. This era marked an abrupt change in human utilization of the Napa Valley, from the passive existence of the Indian and early Mexican ranchos to the beginnings of cultivated agriculture that has continued today as the backbone of Napa's economy.¹

The Agricultural Era

Immigrants continued to arrive from the east until the 1840's. Little land was available to purchase so farmers "squatted" wherever they wished, resulting in serious conflicts over land ownership. Some ranchos subdivided and towns sprang up. Land conflicts culminated in the Bear Flag Rebellion in 1846 when the residents revolted from Mexican jurisdiction.

The Gold Rush of 1848 had a great influence on the settlement and growth of Napa. Many inhabitants left the newly formed town of Napa to seek gold; the farmers that stayed made a fortune from skyrocketing food prices. Many of the gold miners who didn't fulfill their dreams in the Sierra Nevada settled in Napa to work in agriculture, commerce and industry.

Agriculture began gaining in importance along with mining and lumbering which supplied building materials to settlers in Napa and San Francisco. As trade increased and transportation improved, the foundation was laid for the City of Napa, the valley's contact point with industrious and lively San Francisco.²

1 King, Norton L., Napa County: An Historical Overview, 1967.

2 Ibid.

The City of Napa is Born

Nathan Coombs laid out the original town site of Napa City in 1847. The initial survey included the land lying between what is now Brown Street and the Napa River, extending 600 yards from Napa Creek to the steamboat landing. The spot was a natural location for the town since it was at the uppermost point of river navigation, necessitating a change in transportation mode and thus a natural trade/transportation center for travelers and agricultural, commercial, and industrial goods.

The new town harbored an assortment of people: New Englanders, Europeans, Chinese, Negros and Indians. Gold miners spent their winters in Napa; prices reflected the abundant supply of gold.

Napa's first building was a saloon on the corner of Third Street near the river, followed by a general store at the foot of Main Street. Other small temporary buildings began to appear in the fall of 1848, many made of canvas or Napa Valley lumber.

The river ferry marked the beginnings of a progression of boat, stage and rail service that greatly influenced the growth of Napa. The first steamboat navigated the Napa River from San Francisco in 1850. Perishable freight and passenger traffic were carried by steamboats until the railroad was established in 1868. A series of steamboats connected Napa with San Francisco between 1850 and 1870. The Amelia, a 147-foot vessel was the pride of the Napa River.

The most important transportation development around 1860 was the Napa Valley Railroad. The railroad was mainly a result of the efforts of Sam Brannan, to support his new Calistoga Hot Springs resort. Napa Valley farmers and Napa townspeople opposed the railroad as an attempt to bypass Napa. In fact, the railroad proved very favorable to Napa as it brought more people into the area, increased land value, and drew greater attention to Napa.¹ Napa grew and soon controlled the trade of the northern county.

The formation of a county government system in 1850 brought about the building of the first courthouse at the corner of Coombs and Second Streets in Napa. The City was slowly becoming established: by 1854 the town had forty buildings, mostly primitive and made of wood. The streets were dirt. The town was busy, with a theater, a company of minstrels and musicians, a jockey club and other urban offerings. As the county's population approached 7000 by the early 1870's, plans were prepared for the third courthouse, which is still in use today.

Several schools and a library system were established in Napa. A weekly newspaper, the Napa Register, appeared in 1856 and still serves the community. Gas and electrical service and a telegraph line were brought in during the 1850's and 60's.

¹ King, Norton L., Napa County: An Historical Overview, 1967.

Napa's early growth was generally in all directions, except that the river blocked major growth to the east. Development tended to avoid low lying areas because of winter flooding. Construction of a sewer system caused growth to occur on higher ground for easy gravity flow.¹

Incorporation of Napa as a city was first discussed formally in 1868, but there was disagreement whether to form a city under state charter or under the general law for cities. The town leaders finally agreed to form a general law city and the legislative act incorporating the Town of Napa City was approved on March 23, 1872.

The City's first ordinance prohibited animals from roaming freely on streets. Other issues were the maintenance of roads, the cost of street lights, fire protection, the prohibition of brothels, taxes, and obscene shows.²

In 1874, the town's name was legislatively changed from the Town of Napa City to Napa. The City government went through a major change in 1893 when the first charter was adopted, setting up a system of five wards, each to elect a councilmember. Dr. Benjamin Shurtleff became the first mayor. This arrangement was revised in 1915; electors in four wards voted on council members and a mayor at large. Each council member headed a City government department. Later, in 1951, the voters eliminated this form of government and chose a city manager form of government, preventing council members' influence over department head appointments.

Like most cities, Napa grew as employment opportunities expanded. The Chinese were some of the earliest laborers, working in the prune orchards and vineyards, as cooks, laundrymen, gardeners, digging wine cellars or building stone fences. At one time over 500 Chinese lived in and carried on thriving business in Napa's Chinatown. This Chinese community now is completely gone. It was razed in 1930's to make way for a yacht harbor that was never built.

The growth of the wine industry in Napa Valley also brought many people into the area. Development of vineyards on a commercial scale began in the late 1800's. Vines grew well on lands unsuitable for other types of agriculture. European varieties of grapes were introduced in about 1860 and by 1881 there were 433 vineyards covering 11,000 acres in Napa Valley.

The Depressions of 1874-77 and 1890, together with the spread of a deadly grapevine disease (phylloxera), dealt a serious blow to the wine industry. Viticulture regained its strength, however, and together with the introduction of prunes and other orchard crops to the valley led to expanded commercial and industrial development in Napa.

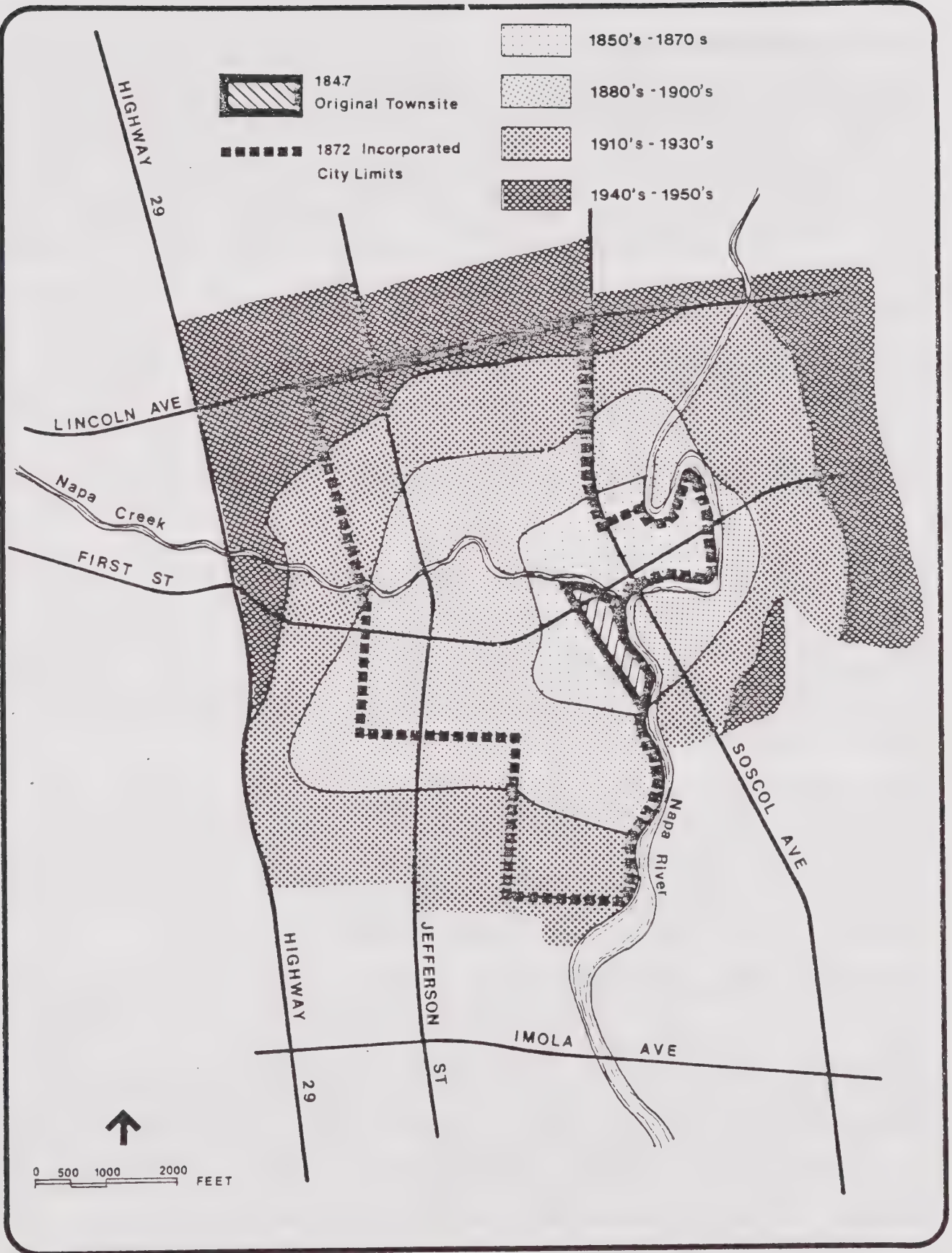
Prohibition in 1919 again closed the wineries to wine production though the nationwide demand for grape juice (and some bootlegging) kept many vineyards in production. Today, much of the City of Napa's economy, including tourism, is associated with the successful wine industry.²

1 Napa County Register, Historical Napa County, March 30, 1963.

2 King, Norton L., Napa County: An Historical Overview, 1967.

Other large employers that contributed to Napa's growth in the late 1800's and early 1900's were the Napa State Hospital (built in the 1870-80's), and Basalt quarry (which built barges and pipes for a period). New homes to house employees sprang up; Shipyard Acres in southern Napa was the site of several hundred homes at one time. During World War II, Mare Island, Travis, and Hamilton Air Force Bases, and other war-affiliated industry brought thousands of people to the area. From 1940 to 1950 the City's population grew from 7,700 to 13,600. From 1950 to 1960 it increased to 23,000. Population gains have been less severe since then but are still climbing, by 62% from 1960 to 1970, and by 55% from 1970 to 1980.¹

¹ Jess Doud, Executive Director Napa County Historical Society, Interview, May 1982.



 Ironsides & Associates
Planning Consultants

Figure 11-1

Historical Development, City of Napa City of Napa, California

PHYSICAL DEVELOPMENT

Napa's physical development occurred incrementally as commercial, industrial and residential development expanded beyond the boundaries of the original town site. Described below are nine survey districts which comprise the City of Napa. These survey districts were developed over a period of time from the early 1850's to the 1950's. (Figure 11-1 illustrates, chronologically, the development of Napa.) They reflect the City's land use pattern and the socio-economic distribution of the City's population. In addition, these survey districts represent Napa's past, containing fine examples of late 19th century and early 20th century local architecture and grand tree-lined streets.

Downtown Survey District: Comprises an area bounded by the Napa River from Clinton Street to the foot of Main Street where it extends along Fifth and Coombs Street to Third Street, continues along Third Street mid-block between Third and Second Streets to Jefferson Street. From Jefferson Street the boundary follows Clay, Pearl and Clinton Streets to the Napa River. The original town site of Napa City, contained within the Downtown District, was laid out in 1847 and extended from Brown Street to the Napa River between the Napa Creek and Third Street. By the 1880's commercial development along the Napa River expanded southward to Division Street. Wharves were constructed along the River to accommodate the many boats transporting passengers and freight. Commercial activity was concentrated along Main and First Streets, with Main Street functioning as the social and commercial center of the City. By the 1920's commercial development expanded westward from Main Street to Jefferson Street. Industrial uses, such as mills and warehouses, were located along the wharf area of the Napa River. The earliest residential development occurred along First Street. By the 1900's, residential development extended westward to Jefferson Street.

Early commercial architecture in the Downtown Survey District consisted of one and two-story false-front frame buildings with an occasional brick building constructed. By the 1890's the predominant building materials used were stone and brick, replacing many of the original wood buildings. The early 20th century masonry buildings displayed extensive use of decorative features and architectural detailing in their facade treatment, in contrast with the simple and functional late 19th century wooden buildings.

Napa Abajo Survey District: Located south of the Downtown Survey District, was laid out in 1853 and included an area bounded by Division Street to the north, the Napa River to the east, Spruce Street to the south and Franklin Street to the west. Napa Abajo was rural in character and remained in agricultural use until 1872 when the area was incorporated into the City of Napa. Commercial wharf activities and related industrial uses were concentrated at the foot of Division Street. The Sawyer Tannery was located at the southern end of the District. The predominate land use was residential, with the District containing many of the City's finest late 19th century residences. Napa's successful merchants and industrialist built their mansions in the Napa Abajo Survey District; these were concentrated near Oak and Brown Streets. Rivermen and tannery worker's cottages were located along the river front and south of Elm Street.

St. John's Survey District: Bounded by Central Avenue to the north, the Napa River to the east, Clinton Street to the south, and Brown, Hayes and Jefferson Streets to the west, was rural in character from the 1850's through the 1870's. As the commercial area of Napa expanded northward along Main Street, the agricultural use of St. John's District was replaced by industrial and commercial uses and residential development. Residential development occurred between 1855 and 1910 and was located primarily in the northern section of the District between Main Street and Soscol Avenue, and extended to Lincoln Avenue, the northern boundary of the City.

West Napa Survey District: Is bounded by Jefferson Street to the east and Highway 29 to the west, with the Napa Creek forming the northern boundary and Old Sonoma Road the southern boundary. The District was rural in character until the 1870's when commercial development took place along First Street and Clay Street near Napa Creek. By the 1880's and 1890's residences were scattered southward to Oak Street. More intensive development of the District occurred in 1905 with the installation of street car lines along Third Street. The southern portion of the District, between Pine Street and Old Sonoma Road, remained largely undeveloped until the 1930's when a boom in residential development took place.

Spencer Survey District: Comprises the area bounded by Highway 29 to the west, Park Avenue to the north, Jefferson Street to the east and Napa Creek to the south. The area was incorporated into the City of Napa in 1872 but remained primarily in agricultural use until the early 20th century. The land adjacent to Napa Creek and Jefferson Street was developed first with rapid residential development taking place with the extension of the street car line in 1905. Residential development extended westward from York Street when another building boom occurred in the 1920's. Residential development continued to expand in a westerly and northerly direction after WWII.

East Napa Survey District: Includes the area bounded by the Napa River to the west and north, a line drawn north of Clay Street to the Silverado Trail, the Silverado Trail to the east and a line between the River and the Silverado Trail south of Eighth Street. The District was incorporated into the City of Napa in 1886 and was the major industrial center for the City of Napa. Industrial uses were concentrated in the area south of Third Street along the Napa River, while worker's cottages were situated eastward along Third Street and northward along Juarez Street to First Street. By the 1920's livery stables along Soscol Avenue were converted to garages, establishing the trend for development of Soscol Avenue as the City's "auto row."

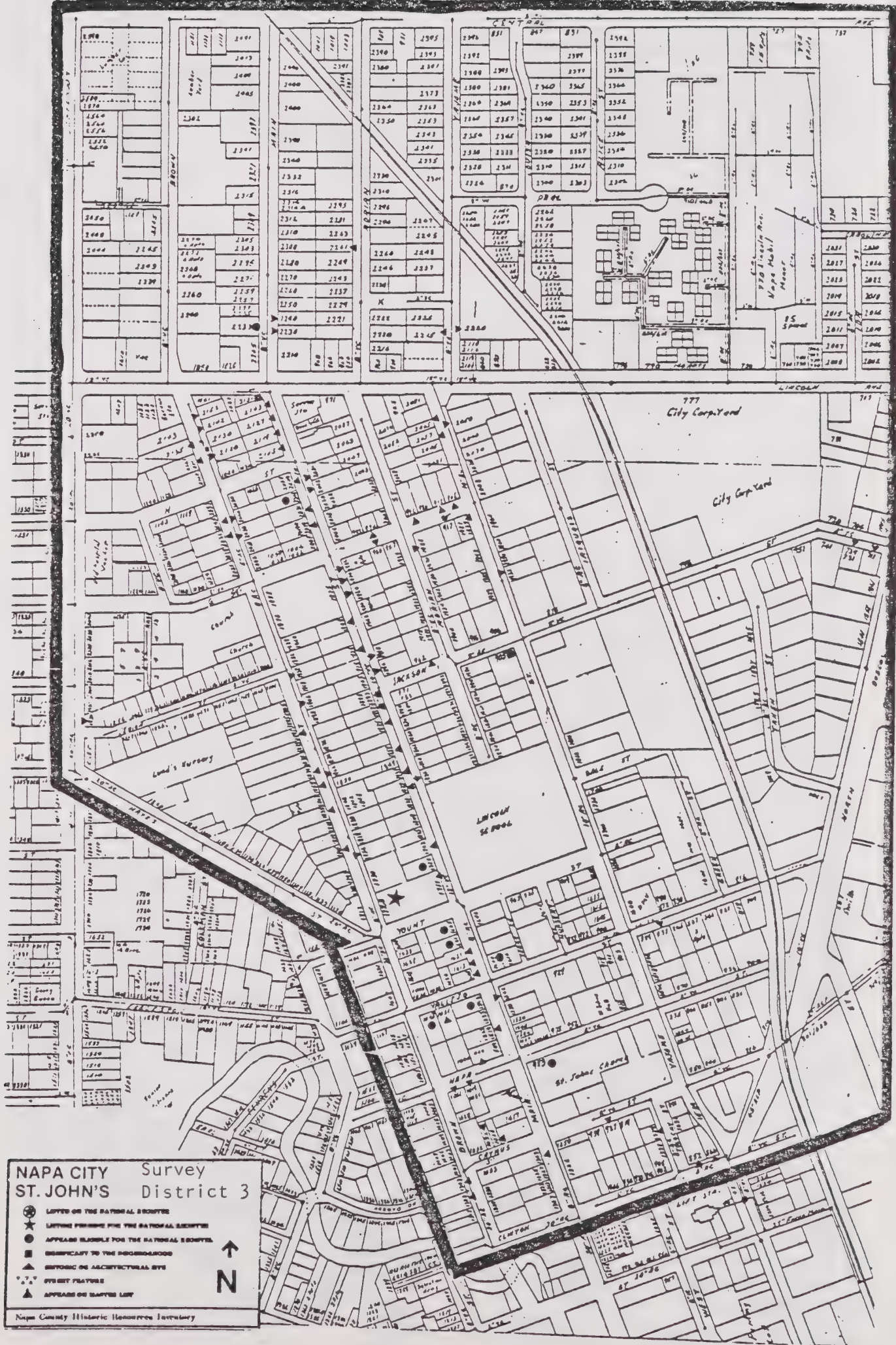
Calistoga Survey Avenue District: Is bounded on the west by Jefferson Street, on the north by Hayes Street, on the east by Brown Street and on the south by Clay and Pearl Streets. The District was incorporated into the City of Napa in the 1880's and was developed as a residential area from the late 1880's into the early 1900's. The area reflected a modest residential community, consisting primarily of modest workers' cottages of similar design.

Alta Heights Survey District: Is bounded by the Silverado Trail and the Napa River on the west, Clark Street on the north, the hills to the east and Coombsville road to the south. The area was incorporated into the City of Napa in 1875, but remained undeveloped until the early 1900's when the area was developed for residential use. Residential development was concentrated on the eastern portion of the District between the Silverado trail, Spring Street and East Avenue. By the 1930's and 1940's residential development extended eastward from East Avenue. Since the 1950's residential development has extended eastward to the hills.

Fuller Park Survey District: Consists of an area bounded by Third Street to the north, Even Street and a line west of Franklin Street to the east, Spruce Street to the south and Jefferson Street to the west. The District was incorporated into the City of Napa in the 1850's, remaining in agricultural use until the 1870's when residential development occurred in the northern section. From the 1870's to the 1890's residential development took place east of Seminary Street and along Oak Street. A second phase of residential development occurred from 1900 to 1920, increasing the residential density of the area, filling in the gaps between the older dwellings or replacing them. In 1905, the City of Napa created Fuller Park which became the focal point of the District. A third phase of development occurred in the 1930's when farmland located south of Elm Street was subdivided to accommodate the new residences that were to line Spruce and Sycamore Streets.



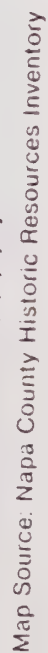


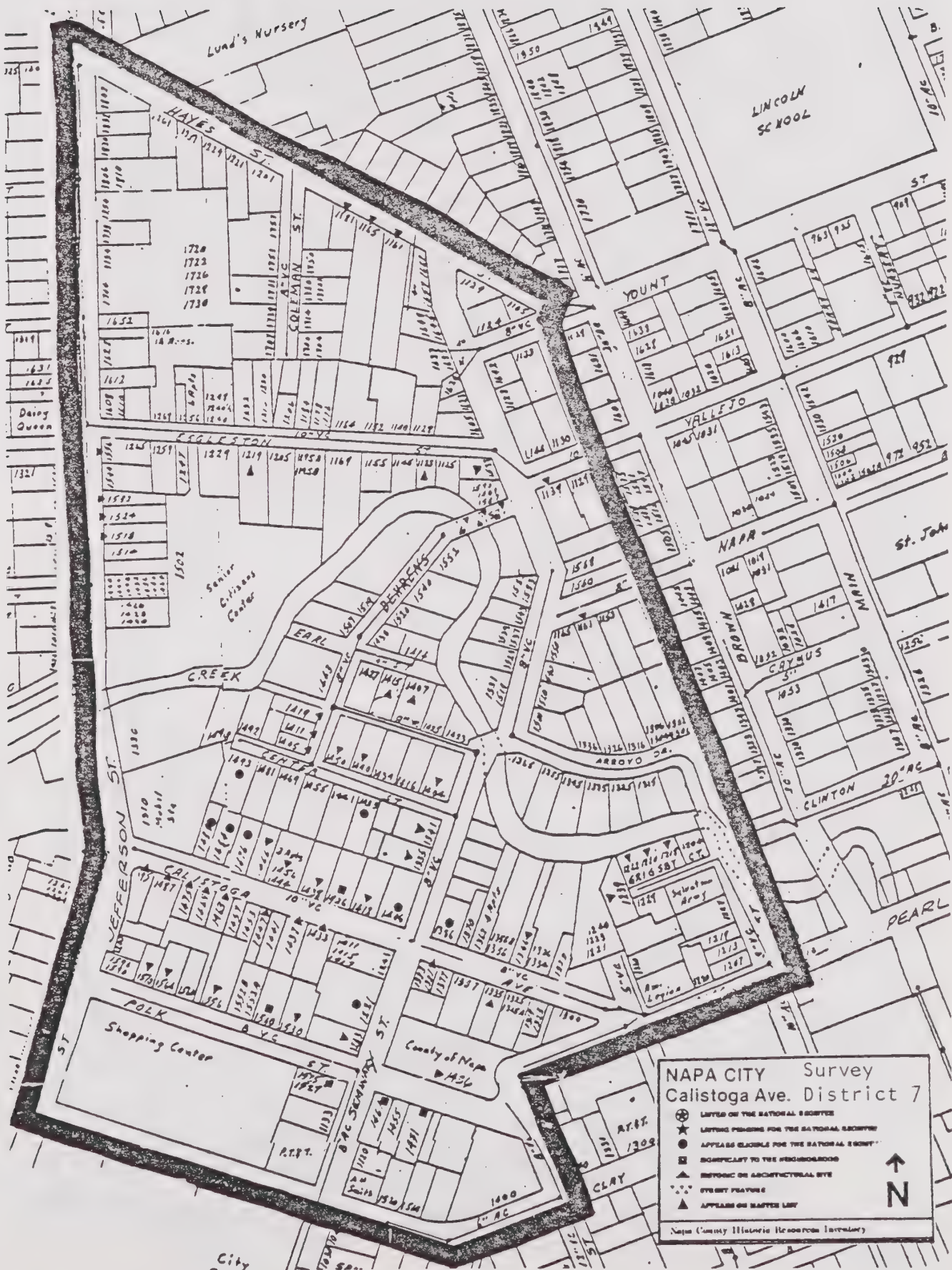


Map Source: Napa County Historic Resources Inventory









Map Source: Napa County Historic Resources Inventory



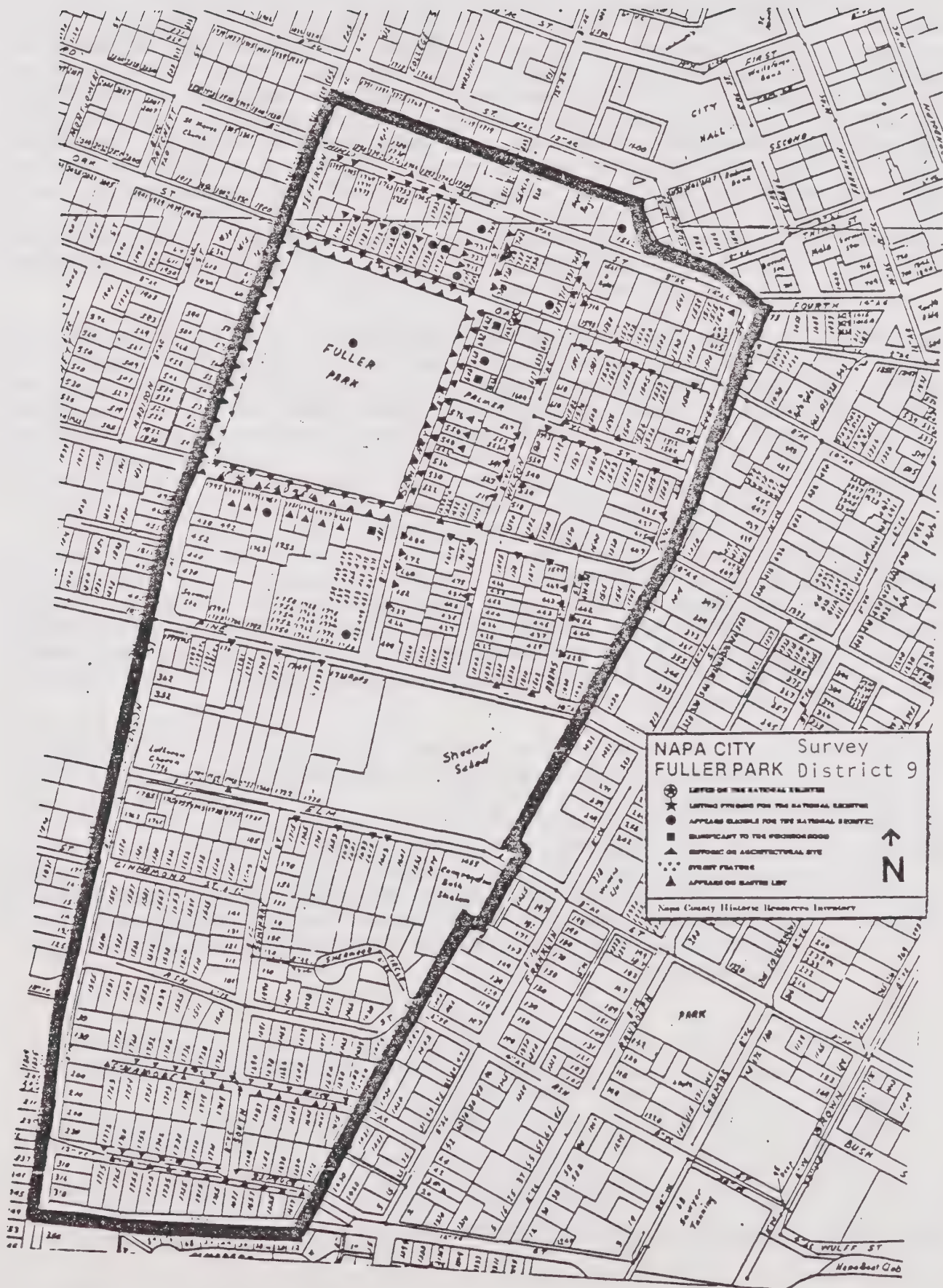
NAPA CITY Survey
ALTA HEIGHTS District 8

- LISTED ON THE NATIONAL REGISTER
- ★ LISTING PENDING FOR THE NATIONAL REGISTER
- APPEARS ELIGIBLE FOR THE NATIONAL REGISTER
- SIGNIFICANT TO THE NEIGHBORHOOD
- ▲ HISTORIC OR ARCHITECTURAL SITE
- ▲ STREET FEATURE
- ▲ APPEARS ON MASTER LIST

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Napa County Historic Resources Inventory

Map Source: Napa County Historic Resources Inventory



HISTORIC PRESERVATION

Historic preservation began as a City policy in the late 1960's with the adoption of the Historic Preservation regulations. More specific City policies and laws designed to protect, enhance and perpetuate structures, sites and areas contained within Napa's survey districts were developed in the 1970's. An increasing public awareness of historic preservation issues in the City of Napa resulted in the creation of an advisory board to advise City staff on historic preservation matters. A comprehensive survey of the City's historical resources was prepared and a list of City landmarks compiled. Historic preservation activities undertaken by the City are summarized below.

- | | |
|---------------|--|
| January 1975 | Enabling legislation for the designation of Landmarks and Historic Districts, creation of Landmarks Preservation Advisory Board (Ordinance No. 2310). |
| May 1977 | HP Special Preservation Combining Zoning District Regulations established an historic preservation zone which would allow adaptive uses for structures of historical and/or architectural significance. The intent being to provide an economic incentive for preservation (Ordinance No. 2419). |
| December 1978 | Napa County Historic Resource Survey provided a comprehensive survey of historic resources located within the City of Napa and identified sites of Landmark quality. |
| February 1979 | Historically Sensitive Area established in Central Napa and requires that any proposed project included in the Historically Sensitive Area must include a discussion of the potential impact of the project on the historic, architectural or preservation assets of the immediate neighborhood. (Resolution No. 79-22). |
| 1979 and 1980 | City operated a low interest loan/grant program for historic structure renovation using Community Development Block Grant funds. |
| February 1986 | Cultural Heritage Commission created by City Council and assumes most of the responsibilities of the Landmarks Preservation Advisory Board; two members of Cultural Heritage Commission added to Design Review Board to review development proposals which would affect historic structures and/or districts. |

NAPA COUNTY HISTORIC RESOURCES SURVEY

In 1978, Napa Landmarks Inc. concluded an intensive historic resources survey of the County of Napa, which included all incorporated and unincorporated areas. The survey is intended to provide information for local preservation planning, as well as becoming a part of the State of California Inventory of Historic Resources. The survey project was guided by Dan Peterson, AIA, architect and coordinated by Judith Munns, the survey director hired by Napa Landmarks. The City of Napa Planning and Community Development staff assisted with field work and historic documentation. Volunteers participated actively in the survey.

The survey's scope was to identify a representative listing of buildings, structures, and places that have architectural and/or historical significance. The identification process took into account local historical patterns; maintained a mixture of building periods and types to present a balanced view of the County and its communities; and pinpointed sites and districts which appear to meet the criteria for inclusion in the National Register of Historic Places.

The Napa County Historic Resources Survey incorporated 154 historic and architecturally significant sites in the County that were identified in 1974-75 by the Historic Preservation and Heritage Committee (a Napa County citizen committee.) While these two phases of the survey compiled much data in a comprehensive manner, it is a common caveat of inventories that other sites of significance remain to be discovered and documented in the cities and County, and that such sites should be added to the inventory.

Inventory Criteria

All buildings, structures, and places were first recorded on a Master List. Sites were then included in the Inventory according to the basic criteria of the California State Office of Historic Preservation. A site had to meet one or more of the following criteria to be included in the Inventory:

1. Buildings, structures or places, including landscaping, that act as focal or pivotal points important as a key to the visual quality or character of an area, neighborhood, or survey district.
2. Association with historic figures.
3. Illustrate an architectural type or period and/or represent the works of known architects, craftsmen, or builders.
4. Illustrate the development of American architecture locally, regionally or nationally.
5. Relate to distinctive cultural or ethnic groups.
6. Remain in original condition and illustrate a given period.
7. Unique in design or detail.
8. Serve as an example of an architectural period or style.

9. Illustrate a building type such as factories, railroad stations or shops.
10. When several buildings are of equal architectural interest the one with the most known history should be listed on the Survey.
11. Give priority to identifying and recording significant structures threatened with demolition or alteration.

Buildings, structures, and places included in the Inventory were further evaluated using the criteria of the National Register of Historic Places. Some sites were already on the National Register or had an application pending. Others appeared to meet the criteria of the Register at a local, state, or other national level of significance, or warrant further study for such a listing. Two districts were nominated to the National Register from the inventoried sites.

Due to limitations of time, many sites on the Master List could not be researched for inclusion in the Inventory at that time, but should be considered for inclusion in the Inventory. The Master List sites are significant and should be considered in conjunction with Inventory and National Register sites in defining historic districts.

Methodology

The City of Napa was surveyed as one survey area, which was further divided into nine survey districts based on historical survey boundaries and the City's growth pattern (See Historic Districts Map). A brief historical overview was written for each district, and district maps with the location of inventoried Master Lists are included in the survey report with each district, as are the Inventory forms with photographs attached.

Volunteers did the actual survey work not only to make the effort affordable but, importantly, to involve citizens who could add to the historical record in succeeding years. The History Department of Pacific Union College expressed an intention at that time to encourage its history students to continue research on sites identified in the survey. While a number of written sources were consulted for historical data, the primary information for the Inventory was obtained from local citizens and historians in oral interviews. This positive experience indicated the need for an extensive oral history program in the County.

Other Agencies

State and Federal agencies, and private non-profit organizations are also active in historic preservation. The Office of Historic Preservation, under the California Department of Parks and Recreation, is working in concert with the National Park Service to involve local governments in historic preservation. The Certified Local Government Preservation Program, under the National Historic Preservation Act (as amended, 1980), offers local governments the opportunity to participate in the review of nominations to the National Register of Historic Places and to qualify for direct preservation funding. Local governments that choose to participate in this program (participatory expense is not reimbursable with Federal preservation funds) must agree to enforce State or local preservation laws, to form an historic preservation review program, involve the public in the program, commission, and maintain a survey and inventory system. The California Preservation Foundation, a non-profit organization, promotes Statewide educational preservation programs.

POLICIES

1. Historic and cultural sites which define the past and present character of Napa shall be conserved by the following actions:
 - a. Continuing the Historic Preservation Ordinance and Cultural Heritage Commission.
 - b. Amending the Historic Preservation Ordinance to strengthen and improve historic preservation regulations.
 - c. Using the Historical Inventory to identify and document individual Landmark Sites and Historic Districts to be protected by local regulation.
 - d. Reviewing development policies and regulations to ensure that use and development of property will not have an adverse effect on a Landmark or Historic District.
2. Creative alternatives which may include uses other than the original use shall be considered in protecting historic sites and structures. Where appropriate, the City should consider the reuse of architecturally and/or historically significant structures as potential sites for city-managed facilities.
3. Rehabilitation efforts shall enhance rather than weaken the original character of City Landmarks and Historic Districts. Guidelines adopted by the Design Review Board shall be used for review for the Certificate of Appropriateness. City-sponsored street improvements shall complement the character of Historic Districts.
4. The design of new buildings shall complement the character of nearby City Landmarks and Historic Districts.
5. Public awareness, and public participation and educational programs shall be considered essential for historic preservation.
6. The City should work with County, State and Federal agencies to develop complementary historic preservation policies and programs.

IMPLEMENTATION

The implementation program identifies appropriate actions for the City to take in order to carry out the policies of the Historic Preservation Element. These actions include amendments to the Historic Preservation Ordinance, increased use of the City Inventory, City review of development policies and programs, adaptive reuse of architecturally and/or historical significant structures, design guidelines, public awareness and educational programs and coordination of historic preservation programs among government agencies.

Historic Preservation Ordinance

1. Identify Historic Districts which contain structures that represent an architectural style and/or period of the City's history. This would ensure preservation of the architectural integrity of building groups and streetscape settings. The City Inventory should be used to identify potential areas for designation as Historic Districts.
2. The current use of three categories of landmark designations (essential, priority, and merit) should be consolidated into one. Criteria should be developed and used to determine a property's eligibility for landmark designation. An official list of designated City Landmarks should be maintained which list the name and address of the property, the Assessor's Parcel number, the date of designation and indication if the property is included on the National Register and/or list of California Historical Landmarks. Structures of merit would continue to receive official recognition but would be compiled on a separate list from the City's official list of designated landmarks.
3. Responsibility to institute design review provision and criteria for new buildings adjacent to City Landmarks and Historic Districts should be given to the Design Review Board. This would ensure that the design of nearby buildings respects the character of older, adjacent development.
4. Require a discussion of the potential impact of proposed new development on the historic, architectural or preservation assets of the immediate neighborhood. An historic preservation checklist should be developed to provide a uniform reviewing policy. Projects subject to review would include all sites identified in City of Napa Historic Resources Inventory and all sites included in the Central Napa Historically Sensitive Area.

Responsible Agencies: Planning, Cultural Heritage Commission

City of Napa Historic Resources Inventory

1. The City Inventory should be used to identify potential City Landmarks and Historic Districts. Sites included in the Inventory should be compared with a set of landmarks criteria. Those sites which meet at least one of the criteria could be proposed for designation as a City Landmark. This would maximize use of the City Inventory and underscore its value as an effective planning tool.

2. The Inventory should also be expanded to include eligible sites recorded on the Master List of the Napa County Historic Resources Survey. This would require research of the individual sites to determine if they satisfy one or more of Inventory criteria.

Responsible Agencies: Planning, Cultural Heritage Commission, Historic Preservation Organization.

City Review of Development Policies and Programs

1. Coordinate other City policies and programs so that historic preservation policies are recognized, effecting change where there is a conflict between policies. In addition, the Napa Community Redevelopment Agency's Parkway Plaza Redevelopment Area Plan should be compatible with the Historic Preservation Element.

Responsible Agencies: Planning Department, Community Redevelopment Agency.

2. State Historic Building Code Section on Fire, Health and Housing Code Modifications. These codes should be reviewed and amended where necessary to reflect the policies of the Historic Preservation Element and programs promoting preservation while protecting public health and safety.

Responsible Agencies: Planning Department, Cultural Heritage Commission, Technical Advisory Committee to review existing codes and make recommendations.

3. The Napa Municipal Code as it relates to demolition permits should be amended to preclude unnecessary demolition of architecturally and/or historically significant structures. Applications for demolition permits should be forwarded to the Director of Planning for review to determine whether demolition will require use permit review

Responsible Agencies: Building Department, Planning Department, Design Review Board.

4. Where appropriate, capital improvement programs and public services should be directed toward the preservation and enhancement of cultural resources to facilitate private interest and action toward historic preservation.

Responsible Agencies: Public Works Department, Planning Department.

Reuse of Architecturally and/or Historically Significant Structures

1. Zoning regulations should be used to regulate the types of land uses permitted in Historic Districts, and adjacent to Landmarks consistent with the Land Use Element and historic preservation objectives. Zoning regulations should also be used to protect architecturally and/or historically significant structures.

Responsible Agencies: Planning Department, Cultural Heritage Commission.

Design Guidelines

1. Guidelines for Review of Certificate of Appropriateness should continue to be used by the Design Review Board in their review of designated Landmarks. These guidelines should also be used to review rehabilitation proposals for older building included in an Historic District.
2. Design criteria should be developed for street improvements undertaken Historic Districts. These criteria would identify improvements that reflect the original character of the neighborhood and could include such features as thematic street lighting and sign posts; street trees and street furniture that are compatible in scale with the width of the street and buildings fronting it.
3. Design review should be initiated and design criteria developed for new buildings proposed in an Historic District and adjacent to a City Landmark or Historic District. New building designs should respect the character of landmark buildings, create architectural harmony, and provide a successful transition from old to new development.

Responsible Agencies: Cultural Heritage Commission, Design Review Board, Planning Department, Public Works Department.

Public Awareness and Education Programs

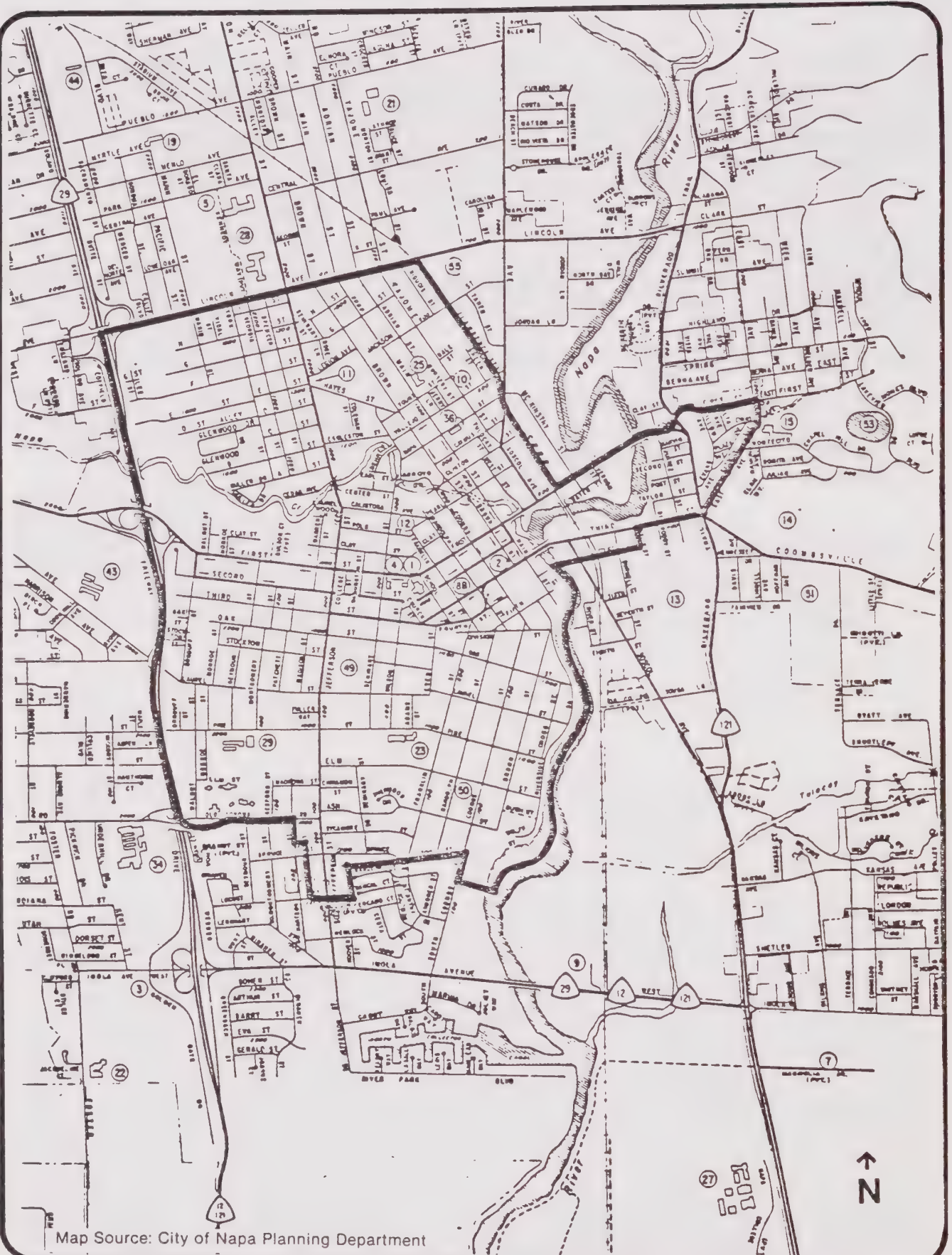
1. Publish the City of Napa Historic Resources Inventory to increase public knowledge of the extent of the City's cultural resources in the City and to encourage public participation to increase the number of sites included in the Inventory.
2. Publish examples of appropriate rehabilitation projects. This publication could consist of descriptions of several local rehabilitation projects and comprehensive rehabilitation manual which includes an architectural glossary, drawings of architectural styles, restoration techniques, etc.
3. Walking tours and house tours should continue to be supported to publicize the City Inventory and City Landmarks. Publication of self-guided walking tours should be continued and encouraged. Local history programs and oral history programs should be established so that the historical development of the City is preserved for future generations. An archive for documents and artifacts, such as that being developed by the Napa County Historical Society, should be created. Speaking engagements should be encouraged which publicize and explain the City's historical preservation efforts. Technical workshops should be developed to inform the public of available tax incentives and to explain appropriate restoration and rehabilitation techniques for Landmark buildings.
4. Activities which commemorate historic events and support historic preservation activities such as fairs, theatrical productions, parades, fund raisers, etc. should be encouraged. Walking tours and house tours should be planned in conjunction with a special event.

5. Coordination of public and private historic preservation resources should be initiated. where possible, historic preservation resources (such as oral history tapes, newspapers, periodicals, books, diaries, etc.) should be concentrated in one location, accessible to the public. A historic preservation information center could be maintained at this location to identify on-going preservation activities and additional resources that are available at other locations, and publicize various historic preservation events.

Responsible Agencies: Planning Department, Cultural Heritage Commission, Historic Preservation Groups, Napa City/County Library, Goodman Library.

Coordination of Historic Preservation Programs Among Government Agencies

1. The review of City Landmarks should also include review of the property for State and/or National Register Significance to review potential conflicts between government agencies and to explore funding opportunities not available at the local level.
2. A city review of funding opportunities made available to local preservation projects should identify both public and private programs. In addition, government programs which are not historic preservation programs per se should be reviewed as certain types of historic preservation related activities might be eligible for funding.



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Planning Consultants

Historically Sensitive Area (Central Napa) City of Napa, California

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Conservation Element

INTRODUCTION

The intent of a conservation element is to plan for the conservation, development and utilization of natural resources within the local government's jurisdiction. The plan addresses a broad range of natural resources, including water (rivers, streams, marshes, groundwater basins, etc.), soils, fisheries, wildlife, minerals, agricultural lands, recreational and scenic lands.

Napa's economy depends to a great extent, either directly or indirectly, upon wise management of the area's natural resources. The rural land surrounding the City helps maintain good air quality and adds to the community's aesthetic value. A clean, healthy environment will more easily attract desirable industries and tourist trade, providing jobs and customers to local businesses, and encouraging present and prospective residents to take greater interest in Napa's future. Controlling development on unstable hillsides will save homeowners and the City from paying for expensive erosion and landslide remedies. The hills also serve as feeding grounds for livestock and many wildlife species. Concentrating urban development within the Rural/Urban Limit boundary (RUL) will minimize road and utility construction and maintenance costs. In the long run, protection of rural lands from urban sprawl will also help assure City tax revenues and local employment opportunities.

Protection of water quality in aquifers, streams and marshes from pollutants and sediments is vital to human health as well as local fisheries. The Napa River is considered the third most important river in the region for riparian cover for wildlife, and is important for steelhead spawning. The marshlands to the south provide fish and bird habitats as part of the San Francisco Bay ecosystem, maintain proper tidal action on the Napa River, and are used for recreation.

Napa's urbanized core area has few environmental constraints. The majority of land within the City limits is relatively level; soil erosion and sedimentation are not of great concern but are potential problems along streams and the southern marshes. Pollution of streams and marshlands from urban runoff is also a problem.¹ Most of the natural vegetation in the urban core areas has been removed, although riparian and marsh vegetation and scattered grasslands still provide valuable wildlife habitat. Many of the archaeological sites located in the highly urbanized areas have been destroyed.²

Development in hillside areas, near streams and marshes, in brushy or wooded areas and generally along the urban periphery present more significant resource concerns. Erosion and sedimentation of streams, loss of wildlife habitats and open space lands, air quality and energy consumption are the principal environmental problems associated with development in these areas. Most of these problems can be avoided or mitigated by concentrating urban development in higher densities in the core area, by designating appropriate land uses and densities in resource areas, and by requiring on-site mitigation of environment impacts. The Conservation Element, in conjunction with other General Plan elements, will establish land use patterns and development standards to assure the conservation and management of Napa's natural resources.

1 Water Quality Management Plan, 1980, ABAG and RWQCB.

2 King, Thomas F., letter to City of Napa, April 1974.

LOCAL RESOURCE ANALYSES

Soil: Erosion and Sedimentation

Upland soils, particularly on steep slopes or where vegetation is removed, are susceptible to erosion. Erosion on lands that drain into a given stream, river or marsh can result in sedimentation of waterways when topsoil is deposited and carried downstream. Streams with heavy sediment loads can lose flood carrying capacity, causing the stream to overflow and damage adjacent areas. Sediment collected in storm sewers can reduce the storm sewer system's ability to handle flood waters. The costs of erosion clean-up can be very high in terms of public safety and property damage.

Erosion also removes nutrients from topsoil that when deposited in waterways can trigger major algae blooms that deplete oxygen and kill fish. Excessive sediment deposits on stream bottoms smother fauna and can create a sterile environment. Streambank erosion destroys vegetation that is important in moderating stream temperatures and in providing aquatic and wildlife habitat. Stream turbidity can reduce in-stream photosynthesis leading to reduced food supply and habitat. Erosion and sedimentation are cumulative problems that Napa's general plan attempts to prevent.

Development, including grading, construction or any land alteration on hillsides, can cause excessive erosion and sedimentation if not properly controlled. Grading for building pads, roads, landscaping and vineyards, etc., removes natural vegetation that protects topsoil from erosion. Recontouring of the land alters natural drainage patterns and can increase surface runoff if improperly designed. Erosion and sedimentation can be controlled by limiting the amount and location of development on hillsides and by mitigating the development impacts. Low density or clustered development requires less land alteration for building pads, roads, etc. On-site mitigation should include proper drainage, erosion control mechanisms, replanting of graded slopes, minimal paving, and regulating the season when grading is allowed.

Vegetation and Wildlife Habitats

There are five major vegetative communities and associated habitat types in the Napa area. These are described below:

Marshes and Wetlands

Portions of the Stanly Ranch, the Airport North Industrial Area and other lands south of Napa generally within the 100-year flood plain boundary historically were marshlands subject to the Napa River's natural tidal action. (See Marshes and Riparian Habitats Map.) Past filling and flood control projects have drastically reduced the extent of marshland; for example, Kaiser Steel and the Napa Sanitation District wastewater ponds occupy filled marshlands.

1 Airport North Industrial Area Final EIR, May 1981; and "Protection and Restoration of San Francisco Bay, Fish and Wildlife Habitat," August 1979 California Department of Fish and Game and U.S. Fish and Wildlife Service.

There is still some brackish marsh north of Horseshoe Bend,¹ however, most of the marsh areas (freshwater, brackish and salt) occur south of the bend, outside the City limits. The only true remaining tidal marsh in the area is at the mouth of Suscol Creek.² Seasonal flooding creates valuable seasonal wetland used by many birds. Remaining undisturbed marsh areas are considered to be potentially restorable.³

The southern salt marsh areas provide valuable wildlife habitat; they are one of the major striped bass nursery grounds in the Sacramento-San Joaquin River system; they are a major wintering ground along the Pacific Flyway for water fowl and support numerous shorebirds. The marsh also supports large numbers of invertebrate species, and plays a major role in the productivity of adjacent marine areas. The salt marsh harvest mouse, classified as rare and endangered, and weasel also depend upon these marshes.⁴

Freshwater marshes support major waterfowl and shorebird nesting and wintering areas, and are the primary habitat for several non-game animals. Because of their ability to provide a varied habitat for both resident and non-resident wildlife, and because of their relative scarcity throughout the Bay Area, these marshlands are considered a significant habitat area.

Napa's marsh areas are also important as natural flood control areas, holding excessive flood waters during high water flow periods. They help moderate the Valley's temperature and improve air quality by extracting suspended dust from the air passing over them.

Development or disturbance of marshlands destroys the delicate ecological balance that is necessary for the marsh system to survive. Filling of marshes for development eliminates critical marsh vegetation that provides fishery and wildlife habitat needs, and helps regulate tidal and flood waters. Diking or dredging of marshes also destroys vegetation, disrupts the natural tidal flow and imbalances the fresh, salt or brackish water elements.

The Department of Fish and Game, under the State Resources Agency, regulates development in and adjacent to marshes. Preservation of existing wetlands and restoration of historic marshlands of the San Francisco Bay, the largest estuarine ecosystem in California, are the highest priority goals for both the U.S. Fish and Wildlife Service and the California Department of Fish and Game. Senate Concurrent Resolution No. 28 (1979) directs the Department of Fish and Game to prepare a plan identifying existing wetlands to be protected and former wetlands to be restored to increase the amount of wetlands in California by 50%.

1 Airport North Industrial Area Final EIR, May 1981; and "Protection and Restoration of San Francisco Bay, Fish and Wildlife Habitat," August 1979 California Department of Fish and Game and U.S. Fish and Wildlife Service.

2 Ibid.

3 Ibid.

4 EIR on City of Napa General Plan, 1975.

- Historic Marsh Margin
(Nichols & Wright, 1971)
- Existing Marshland
- Riparian Vegetation

Map Source: California Dept. of Fish and Game and U.S. Fish and Wildlife Service, 1981 Aerial Photographs



0 800 1600 2400 3200 feet



Ironside & Associates
Planning Consultants

Marshes and Riparian Habitats Map City of Napa, California

Although Fish and Game has primary jurisdiction over marshes, measures should be taken in the General Plan and in project review to not preclude protection and restoration of Napa's existing and historic marshlands. These include early coordination among the developer, City and Fish and Game staff to facilitate permit review and requiring EIR's and adequate mitigation to protect marshes in line with State policy. One way to preclude development in marshes is to transfer development potential to other sites or cluster development on uplands. Land uses adjacent to wetlands should be of scale and design to minimize adverse impacts on the habitat and should provide natural buffer areas.

Riparian and Stream Habitats

Riparian habitat consists of a rather dense, narrow bank of trees, shrubs and plants that grow along waterways (both perennial, i.e., year-round, and intermittent or seasonal waterways). Riparian vegetation along the Napa River and its tributaries is among the most important wildlife habitat areas in the region.¹ Many wildlife species depend upon the habitat for water, food, cover, and nesting sites. The vegetative cover shades the waterways, controlling water temperature which is vital to the fish breeding and feeding patterns.

Riparian vegetation also buffers the stream environment from urban activities. Setting development back from the stream edge minimizes the loss of riparian vegetation. Vegetative cover also allows runoff from streets, hillsides or commercial/industrial facilities to percolate more slowly, filtering pollutants and sediments from the water before it enters the stream. Napa's riparian vegetation is a valuable scenic amenity that allows people to experience the natural environment within the urban area.

The Department of Fish and Game has identified six streams in Napa that are migration corridors and/or spawning and summer nursery habitat for steelhead (Napa River, Napa Creek, Redwood Creek, Milliken Creek, Sarco Creek, and Tulocay Creek). Adult steelhead trout generally ascend the Napa River during December through March, sometimes as early as October, to spawn in the upper reaches. Young steelhead descend the river during April through June each year on their seaward migration. The North Branch Napa Creek also appears to be very good steelhead spawning and nursery grounds, particularly from the mouth of Milliken Creek downstream.²

Striped bass and other anadromous fish (sturgeon and Pacific lamprey) also use the Napa River. The river downstream of the City is considered important as a nursery area for young striped bass, but no studies have been made to determine whether bass spawn in the river.

1 Army Corps of Engineers, Napa River Flood Control Project EIR, 1975.

2 Department of Fish and Game, memo identifying anadromous fish streams.

The Department of Fish and Game has primary jurisdiction over activities in streams and reviews proposed projects on lands adjacent to streams. The City of Napa can help protect stream and riparian habitats by requiring setbacks and minimizing pollution and disruption to the stream environment. The City should also coordinate with Fish and Game on early project review and require mitigation of impacts identified in project EIRs. Possible mitigation measures include clustering of development outside the riparian zone, minimizing tree and vegetation removal, or transferring development potential to another site (generally applicable only when the entire parcel is within the riparian area).

Grasslands, Chaparral and Wooded Areas

Grasslands, composed of various annual grasses and herbs, cover much of Napa's undeveloped, treeless valley bottomlands, foothills and southfacing slopes. these vast areas serve as recharge areas to streams and marshes and provide habitat for much wildlife. Grassland vegetation also protects against hillside erosion.

The chaparral community has a broadleaf evergreen vegetation with typically small leathery leaves. It grows three to ten feet tall, usually quite densely, primarily in the eastern foothills and mountains. Typical species are manzanita, poison oak, and scrub oak.

Many animals depends on the chapparal brush and understory shrubs for food and shelter from predators. Chaparral is also vital for preserving soil structure, retaining water and controlling erosion. The vegetation is particularly susceptible to fire; some species depend on fire for regeneration.

The oak woodlands are typically open with trees ranging from 25 to 75 feet tall, and little undergrowth. Oaks, bay, buckeye and various shrubs make up this vegetative community. These species grow primarily in the eastern foothills, where less rainfall and more extreme temperature occur.

Trees of 100 feet or taller, in close stands with well-developed undergrowth, comprise the mixed evergreen forest community. Species include the redwood, Douglas fir, madrone, maple, black oak and various shrubs. The mixed evergreen forest is restricted to the western valley slopes, which receive the greatest rainfall. Soils found beneath these trees are much richer and deeper than those of the oak woodland, and thus are less stable and more erosion prone.

These wooded areas provide the greatest protection to wildlife from the elements and predators. The richest soils occur here due to the vegetation's influence on soil retention and moisture absorption. The wooded areas also provide an important source of oxygen.

Although lands within the RUL are intended primarily for urban development, the retention of some grassland, chaparral and woodland is important to preventing erosion and land instability and preserving Napa's scenic qualities. Where possible, existing vegetation should be retained, particularly on steep hillsides, consistent with fire protection measures.

Rare and Endangered Plants and Animals

The California Native Plant Society's Inventory of Rare, Endangered, and Possibly Extinct Plants of California lists 17 rare and endangered plants that grow in Napa County. Review of other available literature indicates that there are no known rare and/or endangered plants in the City of Napa. There are several rare and endangered species, however, whose range may include the City,¹ though no verified sightings have been recorded.

These are:

Cordylanthus mollis Gray ssp. mollis (confined to salt marshes)
Lasthenia conjugens Greene (Napa Valley)
Lilaeopsis masonii Math and Const. (Rincon de Los Carneros)

Fifteen animal species, classified as rare or endangered by either the federal or state lists, have ranges that include the City of Napa.² Those on the federal list include:

Southern bald eagle
Peregrine falcon
California clapper rail
California black rail
California brown pelican
Tule white-fronted goose
Salt marsh harvest mouse

Others, classified as "status undetermined" by the federal government or "rare" by the state, include:

Suisun song sparrow
San Francisco song sparrow
Samuel's song sparrow
Alaskan shortbilled dowitcher
Western snowy plover
Prairie pigeon-hawk
California yellow-billed cuckoo

None of these species except the salt marsh harvest mouse and the clapper rail have been reported within the Napa area. Twelve clapper rails have been identified throughout the Napa Marsh area and one on Bull Island in 1972. The salt marsh harvest mouse has also been observed in the Napa Marsh area.³

1 Section 670.2, Title 14, California Administrative Code.

2 Section 670.5, Title 14, California Administrative Code.

3 EIR on Napa General Plan, 1975.

The City's actions in reviewing development proposals must be consistent with state and federal laws protecting rare or endangered plants and animals. Through the EIR process, the least environmentally damaging alternative should be selected and appropriate mitigation measures carried out.

Water Quality

Water quality in the Napa River is improving compared to its condition in 1964. The major factor contributing to this change has been the improvement of waste disposal facilities and adherence to effluent discharge standards. Nevertheless, high biological oxygen demand and excessive nutrient level still occur in the river near the City during low flow periods.¹

The major factors that affect the surface and subsurface water quality in Napa Valley streams are: increased water diversions for agricultural use, agricultural runoff, and increased effluent discharge and nonpoint urban sources. Agricultural diversions, primarily outside the City, reduce stream flows and thus the amount of water pollutants and sediments becomes more concentrated. Poor land management practices, such as cultivation of erosion-prone slopes and use of quick-release fertilizers, contribute pesticides, sediments and damaging fertilizers to streams. Most agricultural activities occur outside the City limits, though they affect surface and groundwaters as far downstream as the bay.

Increased effluent discharge can be a problem particularly during low flows when effluent makes up a significant proportion of Napa River water. Excessive eutrophication associated with high biochemical oxygen demand and low dissolved oxygen concentrations, can be detrimental to fisheries, and to the river's scenic and recreational values. Increased waste discharges that will accompany population growth could accelerate eutrophication of the river, unless wastewaters are diverted from the river or nutrients removed.

The Napa Sanitation District is now working with Regional Water Quality Control Board on a plan to stop summer (low flow) wastewater discharge to the river to prevent eutrophication. Treated wastewater is planned to irrigate agricultural lands to reduce discharges into the river.

Pollutants generated from urban "nonpoint sources" (e.g., heavy metals, oil and gasoline, pesticides, fertilizers, sediments and other waste products deposited on streets, parking lots, industrial sites, empty lots, etc.) eventually end up in the Napa River. Although the effects have not been quantified, these substances undoubtedly degrade water quality, at least temporarily.

The major factors that influence groundwater quality in the valley are agricultural fertilization, minerals and salt water intrusion. In areas where septic systems are used, the aquifer may also be affected by effluent. Small urban areas now served by septic systems and wells will need sewer service before development can occur at higher densities (more than one unit per acre).

¹ Seeman.

The Association of Bay Area Governments (ABAG), in cooperation with the San Francisco Bay Regional Water Quality Control Board (RWQCB) and with assistance from other environmental protection agencies, developed a Water Quality Management Plan (amended 1980) to address water quality problems in the Bay Area. The plan recommends policies and implementation actions to remedy identified water quality problems. Whereas compliance with these policies and actions is strictly voluntary at this time, local governments will soon be required to comply with ABAG's erosion control and wastewater discharge standards or be subject to RWQCB development review. The City should revise ordinances to satisfy ABAG's standards to the extent that funds are available to implement and enforce regulations.

Air Quality and Climate

Maintaining good air quality in Napa is important to the area's agricultural and tourist economies as well as to its residents' health and quality of life. Reduced visibility, higher average temperatures, deterioration of materials, plant damage (grapes are particularly vulnerable to ozone damage), and adverse effects on human health are all serious effects of air pollution. Napa County reports that the filling and urbanization of all marshlands and evaporation ponds in Napa County would increase the area's average temperature by 2 degrees Fahrenheit, causing frequent temperature inversions,¹ reduced work and educational efficiency, and higher air conditioning costs.

Air pollutants are divided into two classes: particulate matter and gases. Particulate matter, including dust, ash, smoke and fumes, are caused by industrial activity (such as refining crude oil, manufacturing chemicals, grinding cement), farming and construction.

The principal gases that act as air contaminants are:

- Carbon Monoxide (CO), produced primarily by automobiles.
- Sulfur Oxides (SO₂), resulting from burning "fossil fuels." When SO₂ further oxidizes and combines with moisture, sulfuric acid forms which can damage plants and affect the health of animals and humans.
- Oxides of Nitrogen (NO and NO₂), caused by burning, or oxidizing of nitrogen in the air. These products are involved in photochemical reactions that produce ozone.

Ozone, or photochemical smog, results from a chemical reaction which takes place in the atmosphere between NO₂ and certain organic gases under the influence of sunshine. (Organic gases are the result of incomplete combustion or evaporation of paints, gasoline, etc.) Ozone is most frequently produced in the autumn on warm, windless, sunny days, when temperature inversions are common. Automobiles are the biggest source of gases that trigger ozone. Ozone causes plant damage, reduced visibility, aggravation of respiratory diseases, and eye irritation.

¹ Napa County Open Space and Conservation Element.

AIR POLLUTION IN THE BAY AREA BY STATION AND CONTAMINANT: 1981

For ozone (O₃) and for nitrogen dioxide (NO₂), "max" is the highest hourly average value in parts per hundred million. For carbon monoxide (CO), "max" is highest 8-hour average value in parts per million. (The one-hour standard for CO was never exceeded during the year.) For sulfur dioxide (SO₂), "max" is highest 24-hour average value expressed in parts per million. For total suspended particulates (TSP), "mean" is annual geometric mean in micrograms per cubic meter. "Days" columns give number of days per year an air quality standard was exceeded: Federal for O₃ and CO, State for NO₂ and SO₂, both for TSP. For TSP, Days > S refers to State 100 µg/m³ standard, Days > F refers to Federal 150 µg/m³ secondary standard. The 3-year average for ozone, adjusted for instrument down-time, is the governing Federal standard (called Expected Annual Exceedance). Monitoring for O₃, CO and NO₂ is continuous; monitoring for TSP is on the Federal systematic 6-day schedule; monitoring for SO₂ includes both time scales.

Stations	OZONE			CO		NO ₂		SO ₂		TSP		
	Max.	Days	3-Yr. Avg.	Max.	Days	Max.	Days	Max.	Days	Mean	Days > S	Days > F
San Francisco	7	0	0.0	11.2*	1	11	0	.016	0	56	1	0
San Rafael	9	0	0.0	4.5	0	9	0	.005	0	33	0	0
Richmond	8	0	0.0	3.8	0	11	0	.028	0	51	1	0
Pittsburg	11	0	0.7	4.0	0	7	0	.010	0	53	3	0
Concord	13	2	2.0	5.1	0	12	0	.017	0	44	1	0
Oakland	9	0	0.0	5.4	0	—	—	—	—	—	—	—
San Leandro	12	0	2.5	—	—	—	—	—	—	—	—	—
Hayward	11	0	2.5	—	—	—	—	—	—	—	—	—
Fremont	16	3	3.7	4.8	0	14	0	.002	0	47	0	0
Livermore	14	2	2.4	3.8	0	14	0	.002	0	45	0	0
Alum Rock, S.J.	18	4	5.6	—	—	—	—	—	—	—	—	—
San Jose	15	1	2.7	10.8	5	22	0	.003	0	64	5	0
Moorpark, S.J.	—	—	—	—	—	—	—	—	—	46	1	0
Gilroy	14	1	3.8	4.3	0	—	—	—	—	—	—	—
Los Gatos	14	2	9.9	—	—	—	—	—	—	—	—	—
Mountain View	14	2	1.7	—	—	—	—	—	—	—	—	—
Redwood City	13	1	1.3	6.4	0	9	0	<.001	0	42	0	0
Santa Rosa	8	0	0.0	5.8	0	9	0	.002	0	41	0	0
Sonoma	9	0	0.4	—	—	—	—	—	—	—	—	—
Napa	11	0	0.0	6.5	0	8	0	.002	0	46	0	0
Vallejo	12	0	0.3	8.6	0	8	0	.004	0	45	1	0
Fairfield	10	0	0.0	—	—	—	—	—	—	—	—	—

* New micro-scale siting for street-level CO maximums.

Napa Valley's topographical configuration, seasonal temperature and wind patterns are major factors that affect the area's air quality. In late summer and early fall, temperature inversions occur generally below 2,500 feet. The hills surrounding Napa help trap and accumulate pollutants originating in the valley as well as those blown in from the San Francisco Bay Area. The frequency of upvalley winds during the warmer months makes Napa subject to high air pollution potential.¹ Although air contaminants are emitted at a fairly constant rate in the valley, the amount of air pollution varies from day to day depending primarily upon the character of the inversion layer and the amount of wind flow.

Currently Napa enjoys a relatively good level of air quality. The primary pollutants affecting the area are ozone, carbon monoxide, and suspended particulates. In 1981, the Napa air quality monitoring station on Jefferson Street reported zero days when the air quality exceeded state and/or federal standards for ozone, carbon monoxide, nitrogen dioxide, sulfur dioxide and total suspended particulates (TSP). Ozone and carbon monoxide levels rated "moderate" on the federal pollutants standard index (PSI); total suspended particulates rated "good" on the same index. (See attached chart.) Primary sources of air pollutants in the Napa area are automobile exhaust, agricultural burning, and industry.

Although Napa's air quality is relatively good, there is a strong potential for degraded air quality if extreme care is not taken in regulating the types and locations of land uses. Preliminary research shows that the major portion of the valley's pollutants is now generated outside of the area; winds from the south bring ozone into the valley. Combined with outside pollutants, those generated by industrial development, the Napa airport, and automobile traffic, could contribute to excessive levels of air pollution in Napa.

Air quality standards are set by the federal government (the Air Quality Act of 1967, implemented through the Environmental Protection Agency) and the state government (Air Resources Board). In addition, the Bay Area Air Quality Management District (BAAQMD) regulates, directly and indirectly, air pollution in the nine Bay Area counties, including Napa County. During the past three years air quality standards for ozone and suspended particulates have been exceeded more than three times in the San Francisco Bay Area Air Basin. As a result, the Bay Area Air Basin has been designated as a "non-attainment area". A was plan developed to reduce air pollution in the area.

The Association of Bay Area Governments (ABAG), in conjunction with the BAAQMD, has prepared an Air Quality Management Plan (AQMP) 1979 which estimates levels of air pollutants to be generated by traffic and employment as Napa County's population increases. ABAG's population projection for the City of Napa (including all lands within the Sphere of Influence) is approximately 74,000. As long as the City's General Plan population estimate (75,000 by the year 2000) conforms approximately to ABAG's population and employment projections, the General Plan satisfies the state approved AQMP.

¹ Aviation Effect on Air Quality, San Francisco Bay Region, ABAG.

Napa has a moderate climate, influenced by moist marine air masses passing over San Francisco Bay and funneling up the Napa Valley. In summer, the coastal mountain ranges protect the valley from the hot Central Valley; in the winter, the coast range forces warm air masses of the prevailing westerly winds to rise and be cooled, releasing moisture in the process. The mean daily maximum temperatures are in the low 80's during the summer and in the high 50's in the winter. Mean lows are in the low 50's during summer and high 30's in winter. The average yearly precipitation in the valley is 23.88 inches, occurring mostly during December through March.

Napa experiences low ground fog in the spring and early summer months as a result of temperature differences between moisture laden air masses and the colder ground temperatures. Summer fogs are common as well.

Microclimatic variations can be quite pronounced in the valley and mountains. Prevailing westerly winds can be drastically altered by local topographic or manmade features. Sun exposure varies considerably, causing south-facing slopes, particularly those exposed to the wind, to turn brown in spring while the more wind-sheltered northeastern slopes remain moist year round. The canyons and lowlands receive less rain and wind, yet experience the coldest winter and nighttime temperatures due to settling heavier cold air masses.

Energy Conservation

The gasoline lines in the early 1970's instilled awareness of the diminishing supply of petroleum. Since then there has been increasing encouragement for the use of other sources of energy, particularly renewable resources, and emphasis on conservation of energy. This section describes responsibilities and opportunities placed by the state upon local governments to promulgate and enforce energy conservation in land use and building regulations. In addition, policies are recommended to establish the City's position on energy conservation.

Section 66473.1 of the State Government Code describes the policy of the state with regard to passive and natural heating or cooling opportunities in subdivisions. The section requires that subdivisions provide to the extent feasible for such opportunities. Feasible, in this sense, means capable of being accomplished in a successful manner within a reasonable period of time, taking into account economic, environmental, social and technological factors.

Examples of passive or natural heating opportunities in subdivision design include design of lot size and configuration to permit orientation of a structure in an east-west alignment for southern exposure. Since larger lot sizes are generally not in line with General Plan goals of concentrating development with higher densities, lot orientation is the preferable mode of facilitating solar energy opportunities. Properly designed lot configuration will permit orientation of a structure to take advantage of shade or prevailing breezes. The loop street patterns recommended in the Circulation Element for new subdivisions will accommodate east-west structure alignments.

Consideration must be given to local climate, contour, configuration of the parcel to be divided, and to other design and improvement requirements; the provision of passive or natural heating and cooling opportunities must not result in reducing allowable densities or the percentage of the lot which may be occupied by structures.

Section 65850.5 of the State Government Code prevents a city from enacting ordinances which prohibit or unreasonably restrict solar energy systems. This section is consistent with the state policy of encouraging the use of solar energy systems.

When approving tentative subdivision maps, the City may require, as a condition of approval, the dedication of easements for the purpose of assuring that each parcel in the subdivision has the right to receive sunlight across adjacent parcels for any solar energy systems. The ordinance providing for such a requirement must contain standards for the easements, as outlined in Section 66475.3 of the State Government Code.

There also is a Solar Shade Control Act that prohibits the placement of vegetation in locations that would shade a solar collector on another's property. Such vegetation would be a public nuisance and could be abated as other nuisances are abated.

In response to concerns about the availability of petroleum, environmental consequences of wasteful energy use and dramatic increases in the price of oil, natural gas and electricity, the California Energy Commission adopted energy standards for residential buildings. These standards appear in Title 24 of the California Administrative Code. In addition, the Commission adopted administrative regulations which are in Title 20 of the Administrative Code. These regulations govern enforcement by local building departments, permit requirements and other compliance tools.

The standards apply to all new (and additions to) residential buildings, except hotels, motels and buildings with four or more habitable stories, which are covered by other portions of Title 24. Only residential buildings that are heated or mechanically cooled are covered by the standards; historical buildings and buildings in which all energy for space heating, space cooling and water heating is provided by nondepletable resources are exempt. The standards are scheduled to go into effect June 15, 1983, for single-family dwellings and December 31, 1983, for multiple -family dwellings.

Energy Conservation Standards are set forth in a conservation manual for each of California's 16 climate zones. All of Napa County is in Climate Zone 2. The standards establish energy budgets for each of three residential building types: single-family dwellings and lodging houses, multi-family buildings with common walls but no common floors or ceilings, and other multi-family buildings under four stories. The budget deals with the amount of British Thermal Units (BTU) expended for space heating and cooling, and the annual amount expended for water heating.

To obtain a building permit, the applicant must show compliance with a list of conservation requirements (mandatory features and devices), and compliance with the energy budget using one of three methods: one of three alternative component packages; a performance (point system) approach; and a computer program point system approach.

The conservation manual describes the requirements in detail and are specific for each climate zone. Each of the alternative component packages is described. In general, the packages are designed to encourage either passive or active solar systems for part of the energy budget.

Archaeological Resources

The Wappos and Patwins are the principal Indian tribes that inhabited the Napa Valley 4,000 years ago. Evidence of their cultures has been largely destroyed by agricultural and urban activities, although some remains. Considerable archaeological research and some excavation has taken place throughout the Napa Valley over the past 25 years. Over 300 archaeological sites have been recorded in the County: along the Napa River, near Tulocay Creek, in Congress and Brown's Valleys, and in the City's peripheral foothills. There is a reasonably high likelihood that further prehistoric sites exist throughout almost all of the Napa Valley. A study of potential archaeological sites in the Napa Valley by Thomas King, Society for California Archaeology (1974), maps the areas of reasonably high probability, including nearly all flat land except the urbanized areas where significant ground disturbance has destroyed most prehistoric sites.¹

South of the City limits the land has probably been boggy since the San Pablo Bay reached its present position about 5,000 years ago and therefore may not contain archaeological sites newer than 5,000 years old. Sites older than this might very well occur, however.² These sites may have been covered up by recent alluvium and thus may be undetectable.

Two recent archaeological studies performed as part of the environmental impact analysis for the Napa River flood control project and the Airport North Industrial area, have identified several archaeological sites in the southern part of Napa. Two sites, the relocated Suscol House (a National Register historic site), and an aboriginal midden from the Patwin village of Soskol, have been recorded within the Airport North area (between the Napa River and Highway 29, on both sides of the Southern Crossing). Five other sites, all aboriginal sites, have been recorded within a half mile. This area is considered to have moderate archaeological sensitivity.³

The second study covered the Napa River area from Trancas Street south to Edgerley Island. Two previously recorded archaeological sites were found within the channel area; a third unrecorded site was found nearby. Most of the other previously recorded sites were no longer in existence due to development in the area.

1 King, 1974.

2 Ibid.

3 Airport North Industrial Area Master EIR, 1981.

Because so much of the Napa River Valley is thought to contain archaeological resources, careful review of development proposals should be required. Under CEQA, an EIR must discuss the project's effect(s) on archaeological resources and, where significant, requires that mitigation be considered. Effects are considered "significant" where the project would disrupt or adversely affect a prehistoric or historic archaeological site, or property of historic or cultural significance to a community or ethnic/social group, or a paleontological site. When an EIR shows that a project may destroy an archaeological site, the City may require a study of the site, or preservation of the site.

State law also prohibits the interference with free expression of Native American religion or damage to any Native American sacred site (Public Resources Code Section 5097.9-5097.97, 1976).

The County has a map showing known archaeological sites. In reviewing project proposals, the County planner performs a field survey at the area if the project falls within 1,000 feet of the mapped site; if the project lies within 500 feet of the site, an archaeologist must research and survey the area. Mitigation of adverse effects usually involves relocating a structure. Unrecorded sites are referred to Sonoma State University for recordation.

Further study of the archaeological sensitivity of the Napa area is needed. Based upon the existing knowledge of sites and areas of high likelihood, all major projects should be required to investigate for archaeological sites, except perhaps in heavily altered areas. Adverse effects should be mitigated as recommended in the EIR.

In some cases, a project that does not require an EIR under CEQA may still damage archaeological resources (i.e., grading, trenching, research). The City should consider requiring archaeological study of these types of projects in sensitive areas.

Water Conservation

The Napa Municipal Water System supplies virtually all of the City's domestic and industrial water, except for a few properties that are served by on-site wells and a small private water company (Luchessi) which serves about 65 connections. The present total water supply is 25,000 acre feet per year. Average residential use per person is 130 gallons per day.

A major portion of the City's water will come from the North Bay Aqueduct (NBA). The City's present maximum entitlement is 12,500 acre feet per year; an additional 4,700 acre feet will soon be available. Present use of NBA water is 500 to 1,000 acre feet per year. With the recent completion of the Hennesey treatment plant, together with NBA water and some from Lake Milliken, and a water conservation program, the City has enough water capacity to serve about 119,000 to 140,000 persons.

The City's water distribution system can also handle anticipated population (75,000) by 2000, with some minor improvements. The water treatment capacity will need to be increased before 2000; present maximum daily capacity is 31 million gallons per day (gpd). Present peak use is 25 mgd.

Agricultural water users in Napa Valley now rely primarily on groundwater wells. There is evidence that the groundwater supply is declining in some areas. Some areas also show signs of groundwater contamination from excessive minerals. The City's water policy gives top priority to urban uses. A small amount supplies the agriculturists.

Whereas the water supply for the City of Napa appears adequate for estimated population growth by 2000, there is a more severe statewide limitation on water that should be considered. With a large part of Napa's water supply dependent upon an outside source (NBA), shared by many other competing localities, it would be wise to plan for a reduction in water use. Considerations should also be given to supplying agriculturalists with City water on a yearly basis if a surplus exists.

The City's water conservation program primarily involves an education program. Because of the financial needs of the water system, Napa does not advocate less water use through the water rate structure. The Association of Bay Area Governments (ABAG) recommends water conservation guidelines for local government adoption. These are reflected in the water conservation policies. Napa is currently developing an expanded water conservation program.

Mineral Resources

There is one significant mineral recovery site within the City's planning area: the Basalt Company basalt quarry and manufacturing plant in southeastern Napa. Other mineral extraction operations could seek to mine Napa's mineral resources, therefore the General Plan should address possible concerns.

Air and water pollution, erosion hazards, and visual quality are the principal environmental concerns related to mineral extraction and processing. Blasting, grading, grinding and generally any handling of fine mineral products such as sand or processed cement adds to air pollution. Regulations governing mineral operations should seek to minimize degradation of air quality.

Serious air and water quality problems can arise from improper mining activities, both in the hills and in river beds. Grading and digging at hillsides destroys the natural vegetative covers that protects top soil from wind and rain; constant uncovering of soil and rocks exposes large amounts of material to the elements. Natural drainage patterns may be destroyed allowing surface runoff to carry large amounts of sediment to nearby water sources. Sedimentation of streams and marshes has serious harmful effects on fish and other aquatic life, and reduces the stream capacity carrying flood waters. Sedimentation of marshes reduces tidal flushing, imbalances the ratio of water to land areas, and is harmful to fish. Deposition of chemical wastes in water systems is also damaging to wildlife.

Mining of river deposits alters the natural stream course, affecting water velocities and deposition of sediments. Continued alteration of stream characteristics can destroy fish habitats and riparian vegetation in the immediate vicinity as well as downstream. Streambank erosion can be hazardous to nearby property, including streets, bridges and other structures.

Mining operations can also be a visual concern, destroying the natural contours and vegetation of Napa's scenic mountains, or marring the natural river characteristics. Mitigation of visual impacts is difficult during operation; sensitive siting, screening and reclamation of the site condition should be required.

GOAL, POLICIES, ACTIONS

Goal

The general goal of the City's Conservation Element is the conservation and wise management of natural resources to assure a healthy, productive, balanced environment.

General Policies Statement

Napa's natural resources can be considered in two categories: those that are managed for production for economic, recreational, or energy uses (i.e., marshes and streams for fisheries and hunting; minerals; and solar or wind energy), and those that should be conserved for the preservation of plant and wildlife habitats, for health and safety reasons, for aesthetic purposes, and for scientific or educational use (i.e., marshes, streams, grasslands, chaparral and wooded areas; water and air quality; soils; and archaeological resources).

The following policies are designed to achieve the Conservation Element goal by guiding City decisions affecting each type of natural resources. The policies are divided into two groups: one addressing the managed production of natural resources and the other conservation of resources. Some resources fall within both categories, to be managed and conserved for different purposes. In that case, policies seek to compliment each other, balancing production and conservation to assure the continuation of the resource for each purpose.

Preceding the policies is a short statement defining the significance of the resource and attempting to qualify terms used in the subsequent policies. This aids the reader interpreting the policies by understanding the reasons for conservation or wise management of that resource.

In each policy section is a list of planning areas in which the resource is found. The general location of resources is based on inventories and maps prepared for the 1975 Environmental Resources Management Element, updated and supplemented with more recent information where available. The maps are on file in the City Planning Department.

Following each group of resource policies is a list of possible implementing actions. These include alternative ways of carrying out a policy, and directives for City action.

A. Managed Production of Natural Resources

1. Resource: Fisheries in marshes, rivers and streams

Definition of Significant: Marshes, rivers, and streams which are identified spawning, feeding, nursery or other habitat areas for steelhead trout, striped bass or other fish sought for sport or production.

Location: Planning Areas 1-11, 13-16 (particularly Napa River, Napa Creek, Redwood Creek, Milliken Creek, Sarco Creek and Tulocay Creek).

Policies:

- a. Protect fisheries habitats in marshes and streams in accordance with Department of Fish and Game requirements.
- b. Require project conformance with policies on conservation of marshes, streams and riparian habitats.

Implementing Actions:

- a. Coordinate project review with the Department of Fish and Game for all development in or adjacent to anadromous streams, rivers and marshes.
- b. Require identification and mitigation of environmental impacts through the EIR process.

2. Resource: Mineral deposits.

Definition of Significance: Mining or processing of minerals.

Location: Planning Area 15.

Policies:

- a. Protect the habitat values and water quality of streams, rivers and marshes from sedimentation or pollution caused by mining operations or processing of minerals.
- b. Protect against hazards associated with mining including landslides, erosion of hillsides and streambanks, deposition of sediments, and effects on flood capabilities by requiring on-site mitigation.
- c. Minimize the visual impacts on mining operations. Avoid locating mining sites in highly visible areas; if no other location is feasible, require screening and other visual mitigation during operation, and reclamation with revegetation where appropriate once project is completed.
- d. Minimize emission of air pollutants including dust from mining operations. Require on-site mitigation if possible; if not, require off-site mitigation such as contributing to City programs (bicycle fund, public transit, traffic circulation improvement) to reduce other air pollutants.

Implementing Actions:

- a. Apply erosion and sedimentation control measures to mining operations.
- b. Require posting of a bond to assure reclamation of mine sites after completion.

3. Resource: Energy.

Definition of Significance: All presently used and potential alternative energy sources.

Location: Citywide.

Policies:

- a. Give high priority to the completion of a safe, continuous network of walkways and bicycle paths to encourage walking and bicycling, in accordance with the Circulation Element recommendations.
- b. Provide the opportunity for neighborhood commercial centers to reduce automobile travel.
- c. Encourage the recycling of waste materials.
- d. Explore ways to reduce excessive energy consumption in private and public buildings by giving greater attention to design and construction details that might lessen the amount of energy used for circulation, heating, lighting and air conditioning.
- e. Encourage the planting of larger trees along streets and in parks to provide more shade and consequently help to cool, air condition and cleanse the air of foreign particles.
- f. Maintain flexibility on the use of impermeable surfaces to reduce the amount of surface paving.

Implementing Actions:

- a. Lessen dependence on the automobile for trips to work, school and shopping areas by providing opportunities for improved bus service.
- b. Implement State Title 24 energy conservation requirements.
- c. Amend the Municipal Code to provide for and encourage solar access consistent with the provisions of the Solar Rights Act 1978.
- d. Implement Circulation Element recommendations for collector street development forms to facilitate solar design.

B. Conservation of Natural Resources

1. Resources: Soils.

Definition of Significance: Soil erosion can be hazardous to hillside development, can result in stream sedimentation and can contribute to flooding hazards.

Location: Planning Areas 2, 3, 6, 11, 12, 15.

Policies:

- a. Development, including any land alteration, grading for roads, and structural development, shall be considered on slopes of 30% or greater, consistent with the following policies. (See also Seismic Safety/Safety Element Policy 7).
- b. Reduce soil erosion by siting development to minimize hillside cuts, grading and vegetation removal, consistent with fire protection measures. Where landform alteration is necessary, respect natural terrain as much as possible and recontour to reflect natural topography.
- c. Mitigate erosion and sedimentation impacts on-site to prevent hazards and degradation of water quality:
 - (1) Require construction of erosion and sedimentation control devices and drainage systems as part of project to reduce surface flow velocity and to desilt runoff.
 - (2) Minimize impermeable surfaces, consistent with safety standards.
 - (3) During the rainy season, require interim erosion control measures and replanting of graded areas.

Implementing Actions:

- a. Require soils study and impact analysis of development, particularly cuts and grading, where the project site drains into streams and marshes. Require adequate mitigation as condition of project approval.
 - b. Develop an erosion and sedimentation control ordinance to regulate grading and vegetation removal.
 - c. Revise zoning and subdivision ordinance to transfer density credits off of slopes of 30% or greater and to include mechanisms to encourage clustered development from areas unsuitable for development. (See Seismic Safety and Safety Element, Implementing Actions.)
 - d. Require open space easements and development and maintenance agreements to protect open space lands where erosion is a significant threat to public safety, development, or water quality.
 - e. Develop landscaping regulations to control erosion by replanting. Apply to areas susceptible to erosion. In fire hazard areas, require use of fire resistive plants.
2. Resource: Marshes and Wetlands.

Definition of Significance: All wetlands, including salt, fresh and brackish marshes, as defined by Department of Fish and Game. Also historic marshlands.

Location: Planning Areas 15 and 16.

Policies:

- a. Conserve wetlands and marshes as wildlife habitats, fisheries, natural flood control devices and to help moderate air temperatures and to improve air quality.
- b. Coordinate with Department of Fish and Game on the review of development proposals in and adjacent to wetlands and marshes.
- c. Mitigate development impacts on wetlands and marshes to maintain and improve the biological health and natural functions of ecosystem:
 - (1) Cluster development outside of marsh areas.
 - (2) Maintain an undisturbed buffer area with natural vegetation, for wildlife habitat and to minimize noise, sedimentation, pollution and other disturbances. No structures shall be allowed in the buffer areas except those required to support light recreational, educational or scientific uses. Buffers shall be determined based upon the biological significance of the upland area to the marsh ecosystem, the sensitivity of wildlife species to disturbances, erosion potential, and the anticipated level of disturbances associated with development.
- d. Encourage restoration of historic marshlands as recommended by the Department of Fish and Game.
- e. Restrict recreational uses and other activities on lands adjacent to marshes to passive uses to minimize disturbances.

Implementing Actions:

- a. Develop a permit review system that involves Fish and Game in early review of projects proposed in or adjacent to marshes and wetlands.
- b. Require environmental impact analysis of development proposed in or adjacent to marshes. Require adequate mitigation of development impacts as a condition of project approval.
- c. Promote use of density transfers, landowner agreements, and open space easements as means to protect marshes.
- d. Prohibit subdivision of lands containing marshes where the resulting parcels would not contain a buildable site outside the marsh and buffer area.
- e. Develop a plan for marshes and wetlands to determine appropriate minimum setbacks to protect these resources.

3. Resource: Riparian and Stream Habitats.

Definition of Significance: All intermittent and perennial (year-round) creeks, streams and rivers and their riparian habitat (stream-side vegetation), with special attention to anadromous streams (those used for spawning, migration, or nursery grounds by steelhead trout or striped bass).

Location: Planning Areas 1-11, 13-16. Anadromous streams: Napa River, Napa Creek, Redwood Creek, Milliken Creek, Sarco Creek, Tulocay Creek.

Policies:

- a. Preserve stream and riparian habitats in a natural, healthy state to provide habitat for wildlife and fisheries; to minimize flood hazards; to minimize erosion, sedimentation and pollution; to moderate water and air temperatures; to improve air quality, and to serve as scenic amenities.
- b. Determine minimum setbacks based upon site conditions, i.e., soil type, steepness of stream bank, vegetation type, the lot size, stream size, biological significance of area and type of project. Where riparian vegetation extends beyond the required setback, site and design development to minimize removal of riparian vegetation by clustering or limiting the density of development. Require replacement of disturbed vegetation with similar species.
- c. Restrict recreational activities in riparian corridors to passive, low intensity uses such as sitting area, walking, limited picnic facilities, with minimal structural improvements.
- d. Coordinate permit review of stream alterations or development proposed in stream corridors with the Department of Fish and Game.
- e. Avoid the need for flood control devices by locating development outside of the floodway and by controlling surface runoff.
- f. Provide periodic public access to Napa River and other streams (e.g., every half mile or so) but restrict structures and limit alterations of the natural condition.

Implementing Actions:

- a. The city will develop a plan for marshes, riparian habitats and streams to determine appropriate minimum setbacks to protect these resources.
- b. Revise and develop recreation policies and plans to limit the types and intensity of permitted uses and to establish development standards to protect stream environment.
- c. Develop permit review system for stream alterations or development to involve Department of Fish and Game early in review process.
- d. Implement recommendations of floodway study.
- e. Develop and enforce erosion and sediment control ordinance. (See Water Quality, Implementing Actions.)
- f. Work with Department of Fish and Game to identify and plan for streams and riparian habitats that need special consideration (i.e., appropriate setbacks, preserve status, replanting, etc.). (See other Implementing Actions under Soils and Water Quality.)
- g. Develop a plan to determine appropriate minimum setbacks to protect riparian habitats and streams.

4. Resource: Water Quality and Conservation.

Definition of Significance: All domestic and natural water sources.

Location: Citywide.

Policies:

- a. Protect and improve water quality in streams and marshes by preventing erosion and sedimentation, controlling effluent discharges, regulating the use of pesticides, fertilizers and other pollutants, and by minimizing the disposal of urban runoff.
- b. Conserve water by implementing water savings programs and encouraging the use of water saving devices.
- c. Encourage water conservation in new development through the use of drought tolerant vegetation. In fire hazard areas, use fire resistant species.
- d. Allocate City water for agricultural uses when a surplus is available.

Implementing Actions:

- a. Develop regulations to protect and improve water quality by regulating land alteration, wastewater discharge and disposal of pollutants, including urban runoff. Work with ABAG and Regional Water Quality Control Board to address their concerns.
- b. Work with the County to monitor water quality and enforce regulations, and to regulate agricultural practices to prevent degradation of ground and surface water quality.
- c. Educate the public, including commercial and industrial users and developers, about water conservation techniques.
- d. Develop landscaping regulations to encourage the use of drought-tolerant plants.

5. Resource: Grasslands, Chaparral and Wooded Areas.

Definition of Significance: All riparian and oak woodlands, mixed evergreen forest, and other trees, grasslands and chaparral that provide wildlife habitat and/or erosion protection.

Location: Planning Areas 2, 3, 5, 6, 11, 12, 14, 15, 16.

Policies:

- a. Protect riparian vegetation, oak woodland and evergreen forest trees as much as possible to control erosion, to provide wildlife habitat, to moderate air temperature, and to improve air quality. Site and design development to avoid removing trees by clustering structures.

- b. Minimize disturbance to grasslands and chaparral, especially on hill-sides, to control erosion and to provide habitat for wildlife. Cluster development to retain natural vegetation, except where a fire hazard exists. Replant disturbed areas with fire resistant plant species.

Implementing Actions:

- a. As part of a permit application for development in riparian, oak woodland and forested areas, require a site plan to show existing trees and vegetation, those proposed for removal, and replanting plans.
- b. As a condition of project approval, require preservation of as many trees and natural vegetation as possible, consistent with fire protection standards.
- c. Require a permit for grading/removal of vegetation on one-half acre sites or larger.
- d. Utilize density transfers to preserve oak/woodland habitat areas and riparian trees. (See Implementing Actions for Soils.)

6. Resource: Rare and Endangered Plants and Animals.

Definition of Significance: Plants and animals classified as rare or endangered by the California Native Plant Society (plants only, the State or Federal governments).

Location: Planning Areas 15-16; other locations possible but not identified.

Policies:

- a. Protect known habitats of rare and endangered plants and animals in accordance with State and Federal laws.

Implementing Actions:

- a. Through the EIR process, require that rare and endangered wildlife species' habitats and potential project impacts be identified, that the least environmentally damaging alternative project be selected, and that EIR recommended mitigation measures be carried out.

7. Resource: Air Resources.

Definition of Significance: The entire City.

Location: All Planning Areas.

Policies:

- a. Maintain good air quality by minimizing the sources of air pollutants in Napa. Regulate the type, location and amount of industrial development, mining and other point sources to minimize pollutant discharge in accordance with the Air Quality Management Plan.

- b. Reduce air pollutants generated by automobile traffic by concentrating higher density development, locating new residential development particularly near urban services and public transit, and improving traffic circulation. Provide land for convenience or neighborhood shopping centers throughout the City to avoid crosstown travel.
- c. Require development to provide or accommodate transit services (bus turn-outs, bus loading facilities). Require high traffic generating employment centers to provide employee transit services.
- d. Require development to provide pedestrian and bicycle trails within projects and to link with citywide trails.
- e. Implement traffic mitigation measures to improve traffic flow, consistent with the Circulation Element.
- f. Retain open space land, vegetation and waterways to enhance oxygen exchange and remove pollutants from the air.
- g. Recognize Napa's microclimates in adopting energy conservation measures, in planning public facilities, and in reviewing landscaping plans.

Implementing Actions:

- a. Work with the Bay Area Quality Management District and ABAG to assure that future population projections fall within State approved air quality maintenance plan projections.
- b. Require environmental impact reports for new point sources of air pollutants, including industrial, mining, and certain production-type commercial uses to control air pollution.
- c. Rezone lands for higher density residential development near urban services; recommend that neighborhood shopping centers be located throughout the City.
- d. Revise ordinance to require development to provide or accommodate transit services, to provide internal pedestrian and bicycle trails, and to maximize open space. Consider offering density bonuses or flexible design standards.
- e. Require landscaped buffers between air pollutant point sources (industries, mining operations, etc.) and areas that would be adversely affected by pollution. Require planted buffers along major traffic corridors to reduce air pollution of neighboring areas.
- f. Investigate and implement strategies for mitigation of traffic congestion. Develop and carry out a timetable and plan for funding of needed traffic improvements, consistent with the Circulation Element.

8. Resource; Archaeological Resources.

Definition of Significance: All archaeological, paleontological and Native American Indian resources.

Locations: All Planning Areas.

Policies:

- a. Protect archaeological resources from damage or destruction by development, including non-structural activities such as grading or research activities.
- b. For all proposed projects within 1,000 feet of mapped archaeological site, require a site survey; if archaeological resources are found on site, require research and further site study by a professional archaeologist. Follow recommended mitigation of adverse effects.
- c. For all proposed projects within 500 feet of a mapped archaeological site, require a professional archaeologist to survey records and perform field survey of the area. If significant resources are discovered, require detailed investigation and/or preserve the site through dedication or acquisition. Follow recommended mitigation measures.
- d. If archaeological resources are discovered during site preparation or construction, stop all activities and require a professional archaeologist to assess the site. Follow recommended mitigation measures.
- e. Protect archaeological resources from damage resulting from activities on adjacent lands, or from public abuse during study or excavation.

Implementing Actions:

- a. Adopt an ordinance requiring assessment and mitigation of project impacts for all projects within 1,000 feet of a mapped archaeological site.
- b. Encourage archaeologists with the University of California, Sonoma State University, and associations to map the archaeological sensitivity of Napa area. If done, revise ordinances requiring project review in low, medium and highly sensitive areas.
- c. Inform Sonoma State University of discovered archaeological sites.

OPEN SPACE ELEMENT

INTRODUCTION

The Open Space Element addresses parks and recreational requirements and opportunities as part of open space planning. This element is not intended to substitute for a future Park, Recreation and Open Space element, but will serve as a guideline until a formal element is adopted which includes the full scope of parks and recreation needs. (Amend. Res. 86-75, 4/1/86)

The Open Space Element seeks to preserve and manage Napa's natural resources and open space lands not only for the benefit of Napa citizens but for broader, longer term economic, social and environmental purposes. Wise open space planning now will help assure that the City will be well-prepared for local, regional or more wide-spread problems that may arise in the future.

Open Space is any land or water area which is unimproved and open to the sky. Open Space is not just unused space; it has important functions. Designation of land as open space does not preclude its use nor does it require public ownership. Four types of open space are:

1. Open space for the preservation of natural resources including, but not limited to, areas required for the preservation of plant and animal life, including habitat for fish and wildlife species; areas required for ecologic and other scientific study purposes; rivers, streams, bays and estuaries; and banks of rivers and streams, and watershed lands.
2. Open space used for the managed production of resources, including but not limited to, forest lands, rangeland, agricultural lands and areas of economic importance for the production of food or fiber; areas required for recharge of ground water basins; bays, estuaries, marshes, rivers and streams which are important for the management of commercial fisheries; and areas containing major mineral deposits, including those in short supply.
3. Open space for outdoor recreation, including but not limited to, areas of outstanding scenic, historic and cultural value; areas particularly suited for park and recreation purposes, including access to rivers and streams; and areas which serve as links between major recreation and open-space reservations, including utility easements, banks of rivers and streams, trails, and scenic highway corridors.
4. Open space for public health and safety, including but not limited to, areas which require special management or regulation because of hazardous or special conditions such as earthquake fault zones, unstable soil areas, flood plains, watersheds, areas presenting high fire risks, areas required for the protection of water quality and water reservoirs and areas required for the protection and enhancement of air quality.

Within Napa's Planning Area, including County lands outside the RUL, open space includes:

- Agricultural lands (vineyards, orchards, grazing lands, and other cultivated lands), including lands reserved to receive treated wastewater for irrigation.
- The hills which serve as scenic resources, watersheds, wildlife habitat as grazing lands;
- The Napa River and its tributaries, which are prime fish and wildlife environments, serve as the valley's drainage system, and are valuable scenic and recreational amenities. The Napa River also serves as a transportation corridor.
- The southern marshlands, extremely important as fish, bird and wildlife habitat, as a natural flood control area, as a tidal basin, and for recreational, scientific and educational purposes;
- Parks and undeveloped recreational areas (public or privately owned), bicycle and pedestrian paths, school grounds, and golf courses;
- Greenbelt areas or internal open space such as parkways, landscaped streets and parking lots, setbacks, open space in planned developments or easements, interim open space (i.e., areas slated for future development);
- Areas with development constraints, such as floodplains, steep slopes, hillsides subject to landsliding or erosion, lowlands subject to liquefaction, and fire hazard areas.
- Community facilities that contain a significant amount of open land, such as cemeteries, hospital grounds, reservoirs, fairgrounds, etc.

Table 17 lists parks, schools, and miscellaneous other open space lands and facilities. Some open space lands, including scenic hillsides, development setbacks or easements, and landscaped streets, are not mapped in the plan but should be identified on a site by site basis as part of development review.

The Value of Open Space

A thoughtful, well-managed open space and conservation program can be a considerable asset to the local economy. One economic benefit of an effective open space program is the saving in maintenance and physical infrastructure costs that usually results from concentrated, efficient development. Sprawling development on the fringes of a city requires more infrastructure (sewer lines, water pipes, fire stations, streets, sidewalks, and other similar necessities) and higher maintenance costs than does a more concentrated urban development pattern. In addition, development in unstable soils areas or flood hazard areas can result in erosion, pollution, slides, floods or other forms of destruction which are expensive for homeowners and public agencies to clean up and maintain.

Another economic benefit of open space planning is related to the quality of life in a community. A community with amenities, including parks, open space and clean air, is often capable of attracting the cleanest and fiscally most desirable industries and other employers. The City's residents and visitors enjoy open space and recreational lands. The City and businesses benefit from increased revenues and a pride in their community. Napa's open space lands and waters help maintain air quality by enhancing the oxygen exchange and by removing dust and other particulate matter from the air.

OPEN SPACE ISSUES

Greenbelt Areas

The City of Napa is surrounded by agricultural and open space lands that are often referred to as a "greenbelt". This greenbelt includes vineyards and small farms to the north, wooded foothills and rolling grasslands to the east and west, and marshlands, grazing lands and vineyards to the south. These areas are designated as Greenbelt in the General Plan, to be reserved for agricultural and open space uses. Institutional and public uses also allowed in Greenbelt areas.

One of the principle goals of the General Plan is to maintain the RUL in place to prevent urban sprawl and to protect agricultural and open space lands around the City. The concentration of development through higher residential densities within the RUL means that the City will not have to expand its urban area to accommodate growth beyond the projected 75,000 by the year 2000. Policies encouraging clustered development on the hillsides will minimize environmental and safety concerns in outlying areas while protecting scenic trees and landforms. Retention of the marshlands will provide a natural greenbelt to the south in concert with agricultural uses on the surrounding lands.

Whereas the General Plan designates a greenbelt outside the RUL, the City has no legal means to assure that such lands remain free of urban development. The General Plan policy of concentrating development within the RUL, however will preclude expansion of the urban area to meet future urban needs thus reserving County lands for rural uses. Napa County's Land Use Element strongly supports the concentration of urban uses within Napa's existing urban area. The County's plan designates lands surrounding the City as Agriculture Watershed and Open Space or Agricultural Resource areas with minimum parcel size of 10 to 40 acres. County Transition Areas, areas considered appropriate for urban expansion beyond the year 2000 are also zoned at 10 to 40 acre minimum. As long as urban growth can be accommodated within the RUL, these Transition Areas should remain as greenbelt.

Maintaining a greenbelt around the City satisfies the State requirements for an Open Space Element on numerous counts: it ensures the continued availability of land for production of food and fiber, for enjoyment of scenic beauty, for outdoor recreation for use of natural resources; it discourages noncontiguous development that unnecessarily increases the costs of urban services; it preserves wildlife habitat areas and watershed lands; and helps protect against geologic and fire safety hazards by limiting development on areas subject to such constraints.

Prime agricultural soils, primarily classes I, II and III according to the Soil Conservation Service, are located throughout the Napa Valley. (See Soils Map.) These soils are well suited for grapes, orchards, row crops and pastures, although there are limitations which limit the crop choice or require soil conservation practices. Although most of the productive agricultural lands are outside the City, some prime lands are still in agricultural uses, particularly in western, northern and southern Napa. Those in western and northern Napa, within the RUL are designated for urban uses. Because of the relatively small land holdings and proximity to urban uses, it is difficult to maintain these lands in long term economically viable agricultural use. Agricultural operations outside the RUL should provide a buffer to minimize agricultural/urban conflicts.

Class IV soils, generally not considered prime, overlie former marshlands in the southern parts of the City. These have greater limitations that reduce crop choice and/or require very careful management. These soils can support hay, grain, and pasture uses if drained or diked. The Stanly Ranch contains non-prime agricultural soils and has historically been grazed or grown livestock feed. It is designated as a Study Area to allow further evaluation of land use alternatives and development standards prior to committing to any specific land use. Agricultural lands in southern Napa have been designated to receive treated irrigation water from the wastewater treatment plant. These lands should remain in agricultural use.

Recreation

The City owns 726 acres of parklands (January 1986), approximately 343 acres of parkland are developed and 383 acres undeveloped. (See Table 17) 608 acres of parkland are held in 100-plus acre sites, considered "regional" parks, including Kennedy Park (340 acres), partially developed; Alston Park (157 acres) undeveloped; and Westwood Hills Park (111 acres). Skyline Park, a County regional park run by volunteers, outside the City limits, is 850 acres. Skyline Park is available to the public on a limited basis and is only partially developed. (Amend. Res. 86-75, 4/1/86)

Parks fall into three major categories: regional parks, community parks and neighborhood parks. (Amend. Res. 86-75, 4/1/86)

NEIGHBORHOOD PARKS

Neighborhood parks are generally 1 acre to 10 acres in size. Service areas for neighborhood parks are generally 1/4 miles from the park. Facilities are limited to picnic areas, play equipment, large turf play areas and some specialized sports areas like jogging track, volleyball and basketball courts. The City has 65 acres of neighborhood parks distributed over 21 different sites. (January 1986) (Amend. Res. 86-75, 4/1/86)

COMMUNITY PARKS

Community parks range in size from 10 acres to 100 acres. Service areas range from a 1/2-mile to 1-mile radius from the park. Facilities include, but are not limited to, neighborhood community centers 10,000 to 20,000 square feet in

size, community swimming pools, gymnasiums, ballfields, picnic areas and play areas. The City has 47.5 acres of community parks distributed over four different sites. (January 1986) Fuller, Century Oaks and Garfield Parks are partially developed and Timber Hill Park is undeveloped. None of these community park sites has facilities beyond those contained in a neighborhood park, thus making community park development an important City-wide priority.

(Amend. Res. 86-75, 4/1/86)

REGIONAL PARKS

Regional parks are generally over 100 acres in size and service County-wide needs. Service areas are generally 10 miles. One service area changes depending on park services and events held at the site. Most regional facilities offer different and specialized recreation. Facilities may include a golf course, zoo, museum, community and performing arts center, ballfield complex, natural trails, picnic areas, botanical gardens and recreational theme parks. None of the City's regional parks is fully developed. Regional parks should be developed on a community needs basis, but acquisition of regional parklands should be encouraged for land banking purposes and maintained as open space as part of the City's green belt.

(Amend. Res. 86-75, 4/1/86)

PARKLAND STANDARDS

Basic standards should be set for neighborhood, community and regional parks. In order to provide a quality community recreation program the acres of municipal parkland per thousand population should be as follows: Neighborhood Parks 2.5 acres per thousand, Community Parks 8 acres per thousand, Regional Parks 10 acres per thousand. Contribution of in-lieu fees by developers and establishment of park maintenance districts should be promoted for development of park facilities.

(Amend. Res. 86-75, 4/1/86)

Studies undertaken by the Parks and Recreation Advisory Commission indicates that additional neighborhood and community parks are needed for existing and future community housing developments. The Commission believes that emphasis should be placed on facility development at community and regional parks, and that innovative financing methods should be utilized for maintenance of new neighborhood parks in new City subdivisions whenever possible.

(Amend. Res. 86-75, 4/1/86)

Some City open space/parklands are more appropriately left undeveloped as natural open space or low intensity recreational areas (for sitting, walking, nature study, etc.). The downstream river area is one area suitable for such passive uses. Developers of adjacent lands should be encouraged to dedicate and improve the river area. Other areas suitable for passive recreational use include locations with a flood plain or fault zone, and other areas with development constraints. These areas can provide valuable open space without significant improvement or maintenance costs.

(Amend. Res. 86-75, 4/1/86)

School grounds serve as open space but should not be viewed as being always open or available for community or neighborhood recreation programs. School properties and facilities play an important part in the community's environment, but due to hours of operation, maintenance costs and the need to generate revenues, facilities may not be available for City or community recreation programs.

(Amend. Res. 86-75, 4/1/86)

Bicycle and pedestrian trails serve as recreational open space. Bike or pedestrian paths intended for recreational use or to serve school children may be sited off of main streets and through natural areas, such as along the river when possible. Care must be taken in siting trails to preserve natural vegetation. Bicycle trails should be planned to connect parks and existing or planned County trails. Further discussion on bicycle trails is contained in the Circulation Element.

Scenic Resources/Community Character

Napa's character is enhanced by the relatively abundant open space throughout as well as surrounding the urban area. As development fills in, the City's spacious quality will be lost if open space lands are not provided.

One way to protect community open space without the purchase of additional public parks is encourage clustered patterns of development. Unlike the standard subdivision design where open space is chopped-up into enclosed back yards with limited functional opportunities, a clustered development concentrates structures in one or more areas, leaving large common open space areas. These areas can serve to protect natural resources such as riparian vegetation or wooded areas, to provide recreational areas, and to retain scenic features and the open character of the neighborhood. (See Land Use Element and Seismic Safety/Safety Element). Siting and clustering of development should protect these open space areas by siting structures off of highly visible ridgelines or steep hillsides, and away from sensitive natural resource areas. Undeveloped areas should be set aside as conservation or scenic easements, or setbacks. In some cases, development on the ridgeline may be less visible from distant spots than the hillsides. Design review should be flexible to reflect site specific cases.

Wildlife Habitat Areas

Open space includes lands and waters necessary for the protection of wildlife. Wildlife habitat areas such as rivers, streams, marshes and vegetated areas, can serve multiple open space purposes: as scenic areas, as greenbelt, for passive recreational use, as flood plain, and to improve and maintain water and air quality. Such areas should be protected by siting and designing development to minimize land alteration and mitigating development impacts. (See Conservation Element).

Public Health and Safety

Areas which require special management or regulation because of development constraints or special conditions are considered open space lands, according to State planning guidelines. These include earthquake fault zones, unstable soils areas, flood plains, and watershed areas required for the protection of water quality. Development of these areas for human occupancy or other intensive uses may not be appropriate, and often requires costly and continuous maintenance which strains limited public funds. Alternative uses such as limited recreation, wildlife management, or agriculture are appropriate for lands having excessive or unusual construction limitations. These lands should remain in open space by clustering development on more stable less sensitive sties or by purchasing sites for public management. The Conservation and Seismic Safety/Safety Elements contain policies to guide uses of such lands.

Community Facilities

Other land areas throughout the City such as the Napa fairgrounds, cemeteries, reservoirs, Napa State Hospital (outside City limits) and other community facilities serve as open space. Landscaped grounds provide attractive relief from the urban environment. Lawns, trees, and shrubs also help maintain air quality. Some facilities such as the hospitals, golf course and cemeteries serve as walking or sitting areas for the public or patrons. Landscaped street medians and setbacks also enhance the visual quality of Napa. New community facilities, streets and parking lots should be designed to maximize open space amenities through landscaping, provision of paths and seating or picnic areas, accessibility to the public and consideration of environmental and public safety constraints. Water and energy conservation measures should be incorporated (See Conservation Element).

GOAL, POLICIES

Goal

The Goal of the Open Space Element is to protect open space land for natural resources, for the managed production of food and fiber, for the enjoyment of scenic beauty, for recreational and educational use, for public health and safety, and to prevent premature and unnecessary conversion of open space land to urban development.

Policies

A. Open Space for Natural Resources

1. Resource: Greenbelt lands outside the RUL, and streams, and other wildlife habitat areas within the RUL.

Policies:

- a. Urban development shall be concentrated within the RUL so as to preclude expansion of the urban area onto greenbelt lands.
- b. The City will encourage the County to maintain a greenbelt beyond the RUL and request County to limit uses to primarily agricultural and very low density residential.
- c. Marshlands shall be protected in accordance with Fish and Game control, air quality, educational and recreational purposes. (See Conservation Element).
- d. Wildlife habitats shall be protected as open space lands in accordance with the Conservation Element.

B. Open Space for Managed Production of Resources

1. Resource: Agricultural lands:

Policies:

- a. The City will encourage the County to require buffers on agricultural lands adjacent to the RUL.

C. Open Space for Outdoor Recreation

1. Resource: Parks, developed and undeveloped, and trails

Policies:

- a. Should emphasize development of recreation facilities at community and regional parks. (Amend. Res. 86-75, 4/1/86)
- b. Should attempt to develop neighborhood parks of adequate size based on the Open Space Element's neighborhood park standards, considering such factors as housing density, population characteristics and existing park and recreation facilities. (Amend. Res. 86-75, 4/1/86)
- c. Should attempt to fully develop one community park per park quadrant. (Amend. Res. 86-75, 4/1/86)
- d. Development of regional parks should be based on community needs and land banking of other large open space areas should be encouraged. (Amend. Res. 86-75, 4/1/86)
- e. To provide for development and maintenance of new neighborhood parks for future and existing residential developments through innovative uses of assessment districts, use of foundations, grants, Friends of Parks and Recreation and/or other methods. (Amend. Res. 86-75, 4/1/86)
- f. Based on assessment of additional park needs created by potential future growth, developers should be required to pay an in-lieu fee or dedicate parklands as determined by the City. (Amend. Res. 86-75, 4/1/86)
- g. The City should plan and develop where feasible a variety of park types, including some as undeveloped, natural open spaces or low intensity recreational areas for sitting, walking, nature study, etc., in larger parks. Areas suitable for low intensity uses are lands adjacent to environmentally sensitive areas such as riparian areas or marshlands, or areas too hazardous for development such as unstable bedrock, erosion or landslide-prone soils, food plains, fault zones, or high fire risk areas. Existing small parks should serve neighborhood recreational needs. (Amend. Res. 86-75, 4/1/86)
- h. A comprehensive bicycle plan should be developed in conjunction with the County to provide continuous trails. Trails should connect to recreational areas and provide rest areas and scenic

turnouts. Trails shall be sited to preserve natural vegetation. Bicycle lanes shall be sited so that their use is safe for bicyclist and automobiles. (See Circulation Element.

(Amend. Res. 86-75, 4/1/86)

- i. Should emphasize development of a comprehensive trails plan. (Pedestrian, equestrian, etc.) (Amend. Res. 86-75, 4/1/86)

2. Resource: Scenic resources/community character

Policies:

- a. Scenic areas such as prominent ridgelines and hillsides, waterways, and other natural resource areas shall be protected as open space whenever possible by siting structures to minimize land alteration and vegetation removal (See Land Use Element).
- b. New development, including single family subdivision and clustered projects, multi-family dwellings, office, commercial and industrial parks, large industrial projects, parking areas, public streets, shall be landscaped.
- c. Paths and seating areas shall be incorporated into public, quasi-public, and large commercial office or industrial projects to enhance enjoyment of open space areas.

D. Open Space for Public Health and Safety

1. Resource: Steep slopes and geologically unstable areas

Policies:

- a. Lands with excessive or unusual construction limitations, such as steep unstable conditions, shall be limited to recreational, wildlife management, agricultural or other non-intensive uses.

2. Resource: Flood hazard areas

Policies:

- a. Regulate uses in the Flood Hazard Area to assure adequate mitigation of safety hazards and possible flood damage (See Seismic Safety/Safety Element).

3. Resource: Fire hazard areas

Policies:

- a. Areas of high risk shall be reserved as open space lands by clustering or siting of development outside of such areas (See Seismic Safety/Safety Element).

IMPLEMENTING ACTIONS

The following implementing actions are applicable to the above policies:

1. Develop and apply regulations requiring permanent open space easements, setbacks, and deed restrictions on lands set aside as open space.
2. Work with the County to retain greenbelt uses and large parcel sites outside the RUL , and to require buffers on agricultural lands.
3. Require dedication of easements or deed restrictions providing public access through subdivisions to open space lands intended for recreational purposes, such as wooded areas, waterways (to and a long waterways), to ridgelines, etc.
4. Dedicated open space lands including parks, trails, scenic areas and wildlife habitat may be maintained through various methods such as foundations, trusts, assessment districts, homeowner associations and other funding methods. (Amend. Res. 86-75, 4/1/86)
5. Emphasize development of recreation facilities at community and regional parks. (Amend. Res. 86-75, 4/1/86)
6. Encourage the joint use of school facilities for neighborhood and community park and recreation purposes. Work out agreements and programs with the school district to insure that neighborhood recreational facilities located on school ground continue to be available or are suitably relocated should the school be closed down. (Amend. Res. 86-75, 4/1/86)
7. Encourage the development of neighborhood parks for all major residential areas taking into consideration such factors as housing density, population characteristics and existing park and recreation facilities. (Amend. Res. 86-75, 4/1/86)
8. Develop self-guided nature trails in natural open space areas, as funds are available. Encourage local ecology groups to participate in the programs.
9. Require developers to dedicate and improve bicycle and pedestrian trails to link development with existing or proposed trail systems.
10. Following construction of bicycle or pedestrian paths, require replacement of vegetation so as to minimize the impact on the natural ecosystem and provide attractive landscaping for trail users. Require bond to assure replanting.
11. Develop landscaping regulations for new subdivisions, multi-family, office, commercial and industrial development. Continue street tree program and standards for development.
12. Develop one community park per park quadrant. (Amend. Res. 86-75, 4/1/86)
13. Encourage land banking of parklands even if development may occur at some future date. (Amend. Res. 86-75, 4/1/86)

Table 13-1

OPEN SPACE FACILITIES
(CITY PROPERTY, PARKS, SCHOOLS, AND OTHER OPEN SPACE LANDS)

<u>MINI-PARKS</u> (Under 1 acre)	<u>Developed</u>	<u>Undeveloped</u>
1. Beckworth Tot Lot	0.15	
2. Evans Tot Lot (Plaza)	0.13	
3. Harkness Mini-Park	0.50	
4. Jefferson Mini-Park	0.09	
5. Knolls Mini-Park		0.90
6. Montclair Tot Lot	0.14	
7. Napa Creek Park (Clinton)	0.90	
8. Norfolk Tot Lot	0.24	
9. Pine and Monroe	0.08	
10. Plaza Mall Tot Lot	0.37	
11. Riverside Mini-Park	0.20	
12. Rota Mini-Park	0.09	
13. Sequoia Tot Lot	0.13	
14. Tallac Tot Lot	0.16	
	-----	-----
TOTAL	3.18	0.90
 <u>NEIGHBORHOOD PARKS</u> (Under 10 Acres)	 <u>Developed</u>	 <u>Undeveloped</u>
1. Alta Heights Park		1.9
2. Buhman Park	3.5	
3. Camille Park	4.9	
4. Clay Street Property*		1.4
5. Dry Creek Park	2.4	
6. Fairview Park	2.2	
7. Kensington Park	1.5	
8. Kilburn Property*		4.0
9. Kiwanis Park	1.7	
10. Klamath Park	2.4	
11. Lake Park	7.5	
12. Laurel Street Park		2.3
13. Los Flores Park	2.2	2.9
14. Monarch Park	1.3	
15. O'Brien Park	8.5	
16. Shurtleff Park	2.4	
17. Solomon Park	1.8	
18. Springwood Park	2.2	
19. Summerfield Park	1.5	
20. Sutherland Park	3.0	
21. Valley Park	2.0	
22. Vine Hill Park	4.2	
23. Vineyard Park	2.6	
	-----	-----
TOTAL	57.8	12.5
Updated (January, 1986)	(Amend. Res. 86-75, 4/1/86)	

* These properties are not figured in land calculations as they are tentatively planned to become Senior Housing.

<u>COMMUNITY PARKS</u> (10 to 100 acres)	<u>Developed</u>	<u>Undeveloped</u>
1. Century Oaks Park	11.1	
2. Fuller Park	10.0	
3. Garfield Park	14.4	12.0
4. Timber Hill Park		
	-----	-----
TOTAL	35.5	12.0

<u>REGIONAL PARKS</u> (Over 100 Acres)	<u>Developed</u>	<u>Undeveloped</u>
1. Alston Park		157.4
2. Kennedy Park	240.0	100.0
3. Westwood Hills Park	3.0	107.9
	-----	-----
TOTAL	243.0	365.3

OTHER PARKLANDS

1. Point Park
2. River Vista Park (Main St. or Linear)
3. City Facility Landscaping
4. Street Medians and Fence Line
5. Urban Renewal and Parking Lots

SCHOOLSApproximate Acreage

ELEMENTARY

Alta Heights	5.50
Bel Aire	9.90
Browns Valley	10.00
*D.T. Davis (Special Programs)	6.00
El Centro	9.88
*Lincoln	5.00
McPherson	10.28
Mt. George (outside City)	5.00
Northwood	9.25
Phillips	9.13
Pueblo Vista	9.50
Salvador	9.00
Shearer	7.80
Snow	10.00
*Soda Canyon (outside City)	5.00
Vichy (outside City)	10.00
West Park	8.99
Westwood	14.62
Capell Valley (outside City)	5.03
Carneros	9.70
Donaldson Way	10.00
Napa Junction	15.00
Wooden Valley	1.92
Yountville	4.52

MIDDLE SCHOOLS

Redwood	37.38
*Ridgeview (Special Programs)	30.57
Silverado	40.00

SENIOR HIGH

Napa High	46.02
Vintage High	49.30

OTHER

Napa College	100.00 plus
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504.19 plus

*Closed

OTHER RECREATIONAL AND OPEN SPACE LANDS

PUBLIC

Napa County Fairgrounds
Little Knoll Golf Course (outside City)
Senior Center and Adult Activity Center
Napa State Hospital (not available to public use; visual space only)
Cuttings Wharf Boat Launching (County)
Skyline Park (undeveloped)
Solano Avenue bike path
Street medians
East Side reservoir

PRIVATE

Queen of the Valley Hospital
Tulocay Cemetery
Napa Valley Memorial Gardens
Browns Valley Highlands Scenic Easement
Stanly Ranch (interim open space)
Other Greenbelt lands, mostly in County
Napa Valley Country Club (outside City)
Summer Hill
Napa Valley Marina
Wilcosian Fishing Resort
Breezy Fishing Resort
Wild Horse Valley Ranch
Oak Leaf Ranch training Stables
Silverado Country Club

Noise Element

INTRODUCTION

Noise And its Effects

Noise is sound that is annoying or has a detrimental effect on humans. Effects of some sounds are more adverse than others. The most annoying sounds are the loudest and highest pitched. Intermittent and irregular sound is also very disturbing. The more random a sound occurrence, the more irritating it becomes. Noise from an uncertain source is more annoying than readily identifiable noise. An unexpected loud sound which startles the hearer is extremely disturbing. People seldom object to the constant low-level noise (white noise) in a residential neighborhood or to noise they generate themselves but noise which is inappropriate to one's activity becomes obtrusive and annoying. In short, noise is unwanted sound.

The United States Environmental Protection Agency states that permanent hearing loss may occur with exposure to sound levels of 70 or more decibels over a long period of time. Approximately one in ten Americans suffers some measurable hearing loss partly from such exposure.

Noise also interferes with safety and communication, causes undue stress and reduces the quality of life. Additionally, economic values may be affected by noise. A noisy area is less desirable than a quiet place within which to live, work and play. Reduced property values or added costs for acoustical insulation may result from noise. A noisy environment also lowers productivity of workers.

The Government Code 653029(g), as amended by Senate Bill 860 (1975), requires a noise element of all general plans to provide a basis for comprehensive local programs to control and abate excessive environmental noise. The primary objectives of the Noise Element, as laid down in the guidelines, are: 1) to provide enough information on the community's noise environment that noise may be considered in land use planning; 2) to identify locations in the community deemed "noise sensitive"; 3) to develop strategies to abate or mitigate excessive noise exposure situations or locations; and 4) to provide necessary ground work for an effective local noise ordinance to allow compliance with State noise insulation standards, to resolve noise complaint situations, and to insure that noise continues to be considered in future land use and development activities.

The basis for determination of noise compatibility and use is contours of equal energy noise exposure expressed in terms of Community Noise Equivalent Level (CNEL). There is difficulty in measuring noise with great accuracy, particularly as the distance from the noise sources increases. It is also important to note that generally the impact of urban development or vegetation on sound may not be as great as expected.

There is a clear relationship between noise levels and planning through land use. While it was shown in Napa that future population would be subject to less noise, this should not suggest that the City government become passive and complacent on the subject. There still remains the problem of dealing with noise in the short-term future. This requires directing growth toward the more quiet areas while waiting for noise reducing events to reduce noise in the noisier areas.

BACKGROUND

In 1975 the City adopted a Noise Element which focussed on the existing and projected noise along the State Highways through the City of Napa. Since that time, the completion of State Route 29's Southern Crossing, increased population and tourism and upgrading local arterials and collector have made additional affects on noise levels within the City of Napa. These factors have been examined in the preparation of the 1982 General Plan update.

The primary sources of surface noise in Napa are the State Routes 29, 12, 121, 128, 221 and the arterial/collector street system. No stationary noise sources are located within the City. Aircraft and Railroad noise are not considered a problem for Napa under present conditions.

The Noise Inventory Chart shows that 83 percent of the population lives in a relatively quiet environment. Of the remaining 17 percent, 11 percent are subject to 60-65 db, 6 percent are subject to 65-70 db, none are subject to over 70 db.

A look at future noise levels indicates that State and Federal requirements to reduce noise from vehicles and reduction in energy consumption will result in reduction in surface traffic noise levels by 5 db in 1995 and an additional 5 db by 2000.

The element reviews in some detail various noise mitigation measures which the City can undertake. These mitigations range from administrative and monitoring activities to codes and ordinance altering construction standards.

NOISE MEASUREMENT

The basis for determination of noise compatible land use in Napa is contours of equal energy noise exposure expressed in terms of Day-Night Average Level (Ldn). (See Appendix, page A-2). Though much time and effort may go into development of these contours which, in some instances, utilize rather sophisticated digital programming techniques in their generation, the present state-of-the-art is such that their accuracy is usually to better than ± 3 db. In fact, the accuracy of the noise exposure prediction decreases with increasing distance away from the noise source. In the near vicinity of the source prediction accuracy may be within the range of ± 1 db, while at greater distances this may deteriorate to ± 5 db or greater. At greater distances, meteorological and topographic effects, typically not totally accounted for in most models, may have significant influence, thereby affecting the prediction accuracy. Thus, when dealing with the concept of noise contours, it is best not to think of them as an absolute line of demarcation on a map (such as topographic contours), but rather as bands of similar noise intensity, usually on the order of 5 db wide.

NOISE IN NAPA

Community noise exposure calculations were performed as a part of the Noise Element update.

Noise levels in Napa are illustrated on the Noise Environments Map. The noise levels are shown as annual average Ldn. Contours are shown on the map as lines connecting areas having equal noise levels. The contours range from 70 db down to 60 db.

Significant noise sources are the highways and local arterial streets. Other noise sources that are not significant are the railroad and airport.

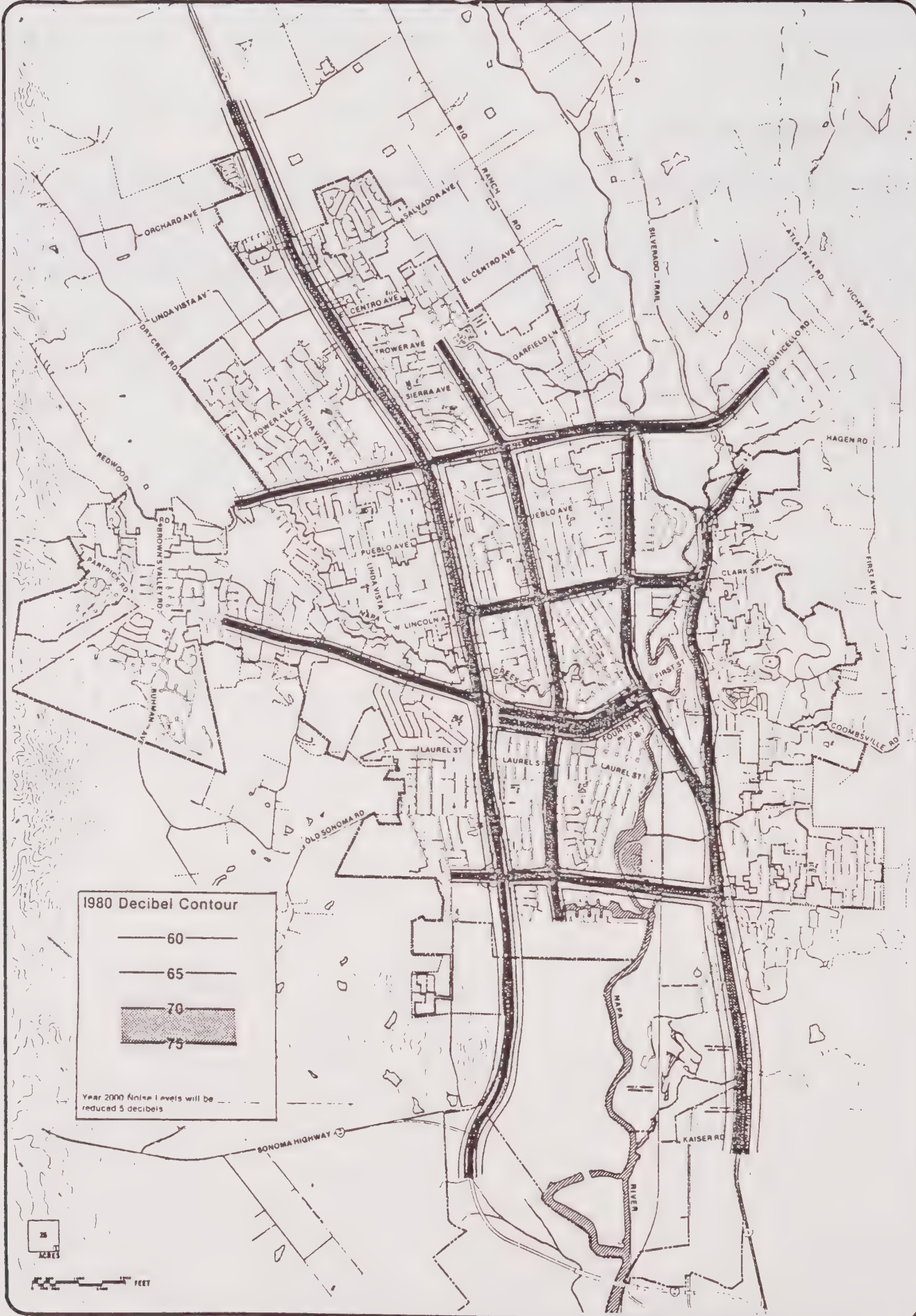
Southern Pacific Railroad cuts through the City of Napa in a southeasterly to northwesterly direction. The train runs through the City twice a day to serve the upvalley wineries. The track and engine noise is not significant as the train's speed is 10 miles an hour and is a single event noise source.

Napa County Airport is a general aviation airport and is located approximately seven miles south of the City of Napa. From a noise point of view this activity is not significant in the City limits.

NOISE EXPOSURE INVENTORY

The City of Napa Planning Department provided data on the existing land uses within the City. Using an average family size of 2.55 and assuming no vacancies or persons in group quarters, it was possible to determine the extent and geographic distribution of Napa's population. By placing the noise contours over a map showing the existing land uses, the 1980 population subject to various noise levels was calculated.

About 83 percent of the City's population enjoys a quiet environment, that is up to 60 db. Another 11 percent resides in the 60-65 db range. The highest average noise levels are found in a corridor along State Route 29.



Innside & Associates
Planning Consultants

Noise Contours Map City of Napa, California

Estimated 1980 Napa Residential Units Subject to Various Ldn Levels*

Ldn Expressed In Decibels

<u>Area</u>	<u>Total</u>	<u>Up to 60 db</u>	<u>60-65 db</u>	<u>65-70 db</u>	<u>70-75 db</u>
1. Salvador	871	812	47	12	
2. Dry Creek	578	539	34	5	
3. Linda Vista	1,399	1,204	130	65	
4. Crescent	1,748	1,357	250	141	
5. Milliken/Sarco	-	-	-	-	
6. Alta Heights	982	882	71	29	
7. Beard	3,077	2,568	315	194	
8. Lincoln	1,060	722	207	131	
9. Central Napa	1,166	510	382	274	
10. Pueblo	1,729	1,408	201	120	
11. Browns Valley	1,578	1,481	58	39	
12. Foster	2,074	1,780	153	141	
13. Shearer	2,194	1,765	276	153	
14. Terrace/Shurtleff	2,431	2,364	42	25	
15. Southeast Napa	-	-	-	-	
16. River West	<u>598</u>	<u>448</u>	<u>131</u>	<u>19</u>	
TOTAL	21,485	17,840	2,297	1,348	
PERCENT	100%	83%	11%	6%	

* Estimates are based upon field survey dwelling unit count.

Units counted are within RUL.

FUTURE NOISE

The prevailing environmental noise in Napa is generated by motor vehicles. It is assumed that autos, trucks, busses and motorcycles will continue for the next two decades as the major sources of noise. The level of noise generated by this source is difficult to predict, mainly due to technological changes that are being stimulated by National and State policies regarding energy conservation and improved air quality. The noise environment is likely to be an incidental beneficiary of these changes.

Section 27160 of the California Vehicle Code establishes precise reductions for vehicular noise to be phased through 1987. Typically, individual vehicular noise will eventually be reduced in the order of 10 dbA. To some extent this will be offset by increases in traffic volumes. Should traffic volume double by 2000 traffic noise would increase 5 dbA. Therefore, it seems reasonable to assume that by 2000 traffic noise in Napa will be reduced overall by 5 dbA. This can be interpreted on the Noise Environments Map by reading the 1980 65db contour as 60 db for 2000, the 70 db contour as 65 db and so on.

FUTURE NOISE EXPOSURE

Assuming that development 2000 will occur according to the Land Use Element and assuming all existing units will remain, Napa will have approximately 33,140 dwelling units by 2000. Using an average family size of 2.3 and assuming no vacancies or group quarters, it is possible to determine the extent and geographic distribution of Napa's population in 2000 exposed to various noise levels. By placing the 2000 noise contours map over the Land use Map it is possible to estimate the number of persons that will be subject to various noise levels. This also assumes that the General Plan Noise Element Policies are implemented as recommended.

The population enjoying a quiet environment i.e., at noise levels, of 60 db or less, will crease from 83 to 91 percent.

It is estimated that 2 percent will reside in the 65-70 db environment, and 78 percent will be within the 60-65 db range. No residential area will be subject to an Ldn higher than 70 db.

Future Noise Exposure Inventory - (beyond 2000)

Estimated Residential Units Subject to Various Ldn Levels

Ldn in Decibels

<u>Area</u>	<u>Total</u>	<u>Up to 60 db</u>	<u>60-65 db</u>	<u>65-70 db</u>
1. Salvador	2076	2043	25	8
2. Dry Creek	788	663	125	0
3. Linda Vista	3420	3236	184	0
4. Crescent	4764	4675	73	15
5. Milliken/Sarco	-	-	-	-
6. Alta Heights	982*	868	114	0
7. Beard	3931	3531	346	54
8. Lincoln	1060*	841	183	36
9. Central Napa	1166*	744	350	72
10. Pueblo	3359	2852	442	65
11. Browns Valley	2182	2162	20	0
12. Foster	5366	5046	262	58
13. Shearer	2194*	1943	191	60
14. Terrace/Shurtleff	4706	4316	250	140
15. Southeast Napa	-	-	-	-
16. River West	<u>1355</u>	<u>1051</u>	<u>210</u>	<u>94</u>
TOTALS	37,349*	33,972	2775	602 units
	100%	91%	7%	2%

* Based upon estimated planning area holding capacity

NOISE CRITERIA FOR LAND USE PLANNING

The purpose of including a noise element in a General Plan is to achieve noise compatible land uses when new development occurs. Unfortunately, no legislative or regulatory definition of compatible land use has been stated. The nearest equivalents to a definition are found in Title 4 and the Land Use Compatibility Chart in the Noise Element Guidelines. This chart had its genesis in EPA studies and has been used by EPA, HUD, FAA and others. In modified form, the chart is reproduced herein.

Land Use Compatibility for Community Noise Environments

LAND USE CATEGORY	COMMUNITY NOISE EXPOSURE L _{dn} OR CNEL, dB					
	55	60	65	70	75	80
RESIDENTIAL - LOW DENSITY SINGLE FAMILY, DUPLEX, MOBILE HOMES						
RESIDENTIAL - MULTI. FAMILY						
TRANSIENT LODGING - MOTELS, HOTELS						
SCHOOLS, LIBRARIES, CHURCHES, HOSPITALS, NURSING HOMES						
AUDITORIUMS, CONCERT HALLS, AMPHITHEATRES						
SPORTS ARENA, OUTDOOR SPECTATOR SPORTS						
PLAYGROUNDS, NEIGHBORHOOD PARKS						
GOLF COURSES, RIDING STABLES, WATER RECREATION, CEMETERIES						
OFFICE BUILDINGS, BUSINESS COMMERCIAL AND PROFESSIONAL						
INDUSTRIAL, MANUFACTURING UTILITIES, AGRICULTURE						

LEGEND			
NORMALLY ACCEPTABLE		NORMALLY UNACCEPTABLE	
CONDITIONALLY ACCEPTABLE		CLEARLY UNACCEPTABLE	

The accompanying Land Use Compatibility Chart, based upon a similar chart included in the Technical Supplement to Noise Element Guidelines, prepared by the California Office of Noise Control, February, 1976, is used as the basis for noise-land use compatibility in Napa. The range of acceptability of land uses within various community noise environment levels (CNEL) shall be interpreted for the City of Napa in the following manner:

- * **NORMALLY ACCEPTABLE:** Specified land use is satisfactory, assuming buildings are of conventional construction without special noise insulation.
- * **CONDITIONALLY ACCEPTABLE:** Detailed analysis shall be required for all construction and noise insulation features shall be included in building design. Generally, conventional construction will suffice, but with closed windows and fresh air supply systems or air conditioning. This requirement shall be applied, irrespective of any projected decrease in CNEL for the area. Where the CNEL is 65 db or greater, residential and commercial uses which give emphasis to outdoor activity should be discouraged.
- * **NORMALLY UNACCEPTABLE:** New construction or development should generally be discouraged. Emphasis should be given to reduction of noise at the source, transferring development rights, delaying development until noise reduction has been accomplished and other methods of precluding the effects of excessive noise. Normally Unacceptable uses should not be permitted unless it can be clearly demonstrated to the satisfaction of the City that no Normally or Conditionally Acceptable use and/or site is feasible and available. Should development and construction proceed, a detailed analysis of the noise reduction must be made and needed noise insulation features included in the design.
- * **CLEARLY UNACCEPTABLE:** New construction or development should generally not be permitted.

In all cases above, other than the Normally Acceptable category, particular attention should be given to the siting, exterior treatment of buildings and other screening devices in order to provide minimum exposure and a maximum shielding from noise.

When an acoustical analysis is required, the following table of standards shall be applied to determine the extent of noise insulation for noise-level compatibility.

ALLOWABLE MAXIMUM INTERIOR NOISE LEVEL₁

<u>Use</u>	<u>Interior Equivalent Energy Level (leq)</u>
All residential, sleeping areas	45 db
All residential, non-sleeping areas	50 db
School classrooms	50 db
School Auditoriums; legitimate theater	35 db
Libraries, recreation buildings	55 db
Church sanctuaries; movie theaters	40 db
Concert halls	25 db
Industrial	55 db ₂
Commercial	50 db ₂
Office	50 db

¹ Standards derived from various sources including EPA and HUD (FHA).

² In areas where people work continuously on tasks not related to noisier interior activities. Noisier areas should not exceed 75 db.

RELATIONSHIP TO OTHER GENERAL PLAN ELEMENTS

It was shown in a previous section on "Future Noise" that the future population of the City will be subject to less noise than the current population. This should not suggest that the City government become passive and complacent on the subject. There still remains the problem of dealing with noise in the short-term future. This requires directing growth toward the quiet areas until technological changes are made which reduce noise in the noisier areas. The time when noise will be reduced is unknown. Therefore, the General Plan should take the conservative approach of assuming that current levels of noise will remain until lower levels can be demonstrated. The Land Use Compatibility Chart provides guidance for determining noise compatibility.

Likewise, the Circulation Element should take into account the relationship between noise and traffic volumes. For example, a street with an average daily traffic volume of 30,000 vehicles will project a CNEL contour of 65 db approximately 160 feet from the center of the outer lane; 20,000 vehicle will project 65 db nearly 115 feet. Where high noise levels are anticipated, the City should require adequately wide rights-of-way, barriers or other noise mitigation measures as part of circulation and development planning.

GOALS

1. Reduce noise from traffic, through proper circulation and development planning, to a level that does not jeopardize public health, safety and welfare.
2. Minimize noise impact from possible future noise sources.

POLICIES

1. Noise emission standards established by the California Vehicle Code shall be enforced by the City police. California Vehicle Code provisions which prohibit modification of vehicular exhaust systems in a way that increases noise emissions shall also be enforced by the police.
2. Truck use of residential streets shall be minimized by designating alternate routes.
3. Noise sensitive uses, including residences, schools, hospitals, nursing homes, etc., should be located away from major noise sources unless significant mitigation steps are taken. Mitigation measures shall include noise barriers, walls or fences along busy streets, proper structural design, adequate setback etc.

IMPLEMENTATION ACTIONS

Noise is not now, nor anticipated to be, a serious problem in Napa. A noise ordinance may be considered in the future however, should noise levels from stationary sources exceed acceptable levels. At the present time vehicular noise is the primary problem although only 17% of the population resides in areas where noise exceeds a "normally acceptable level". National and State action is underway which gradually will decrease noise from this source. In the meantime, local enforcement of the State Vehicle Code provisions regarding maximum noise emissions and prohibitions against altering mufflers can control many of the single-event types of annoyances.

1. City police should issue citations and fines for violations of the California Vehicle Code Noise Emission Standards.
2. The zoning ordinance shall be revised to incorporate noise compatible land uses as a basic requirement based upon maximum interior noise levels. The ordinance shall also be revised to require appropriate setbacks, building orientation and design to minimized noise exposure. The ordinance shall include noise criteria including design, screening and insulation requirements as mitigation measures for all development within the 60 db noise contour.
3. The City's Subdivision Ordinance shall be revised to incorporate noise compatibility of the uses proposed within a subdivision. Deep lots with large setbacks may be required to preclude noise problems. Clustered

1 The definition of "excessive noise" could be drawn from the Land Use Compatibility Chart, which equates normally and clearly unacceptable with excessive.

development pattern shall be encouraged to reduce the affect of noise. Subdivisions shall be denied, under AB1301, where residents would be subject to "excessive noise".

TECHNICAL APPENDIX - NOISE ELEMENT

DEFINITIONS

<u>Decibels, db:</u>	A unit for describing the amplitude of sound, equal to 20 times the logarithm to the base 10 of the ratio of the pressure of the sound measured to the reference pressure which is 20 micropascals (20 micronewtons per square meter).
<u>A-Weighted Sound Level:</u>	The sound pressure level in decibels as measured on a sound level meter using the A-weighting filter network. The A-weighting filter de-emphasizes the very low and very high frequency components of the sound in a manner similar to the response of the human ear and gives good correlation with subjective reactions to noise.
<u>L10:</u>	The A-weighted sound level exceeded 10 percent of the sample time. Similarly, L50, L90, L99, etc.
<u>Equivalent Energy Level, Leq:</u>	The sound level corresponding to a steady state sound level containing the same total energy as a time varying signal over a given sample period. Leq is typically computed over 1, 8, and 24 hour sample periods.
<u>CNEL:</u>	Community Noise Equivalent Level. The average equivalent A-weighted sound level during a 24-hour day, obtained after addition of five decibels to sound levels in the evening from 7 p.m. to 10 p.m. and after addition of 10 decibels to sound levels in the night before 7 a.m. and after 10 p.m.
<u>Ldn:</u>	Day-Night Average Level. The average equivalent A-weighted sound level during a 24-hour day, obtained after addition of 10 decibels to sound levels in the night before 7 a.m. and after 10 p.m. <u>NOTE:</u> CNEL and Ldn represent daily levels of noise exposure averaged on an annual basis, while Leq represents the equivalent energy noise exposure for a shorter time period, typically one hour.
<u>Noise Exposure Contours:</u>	Lines drawn about a noise source indicating constant energy levels of noise exposure. CNEL and Ldn are the metrics utilized herein to describe community exposure to noise.
<u>Ambient Noise Level:</u>	The composite of noise from all sources near far. In this context, the ambient noise level constitutes the normal or existing level of environmental noise at a given location.
<u>Intrusive Noise:</u>	That noise which intrudes over and above the existing ambient noise at a given location. The relative intrusiveness of a sound depends upon its amplitude, duration, frequency and time of occurrence, and tonal or informational content as well as the prevailing ambient noise level.

Equal
Noisiness
Zones:

Defined areas or regions of a community wherein ambient noise levels are generally similar (within a range of 5 db). Typically, all sites within any given noise zone will be of comparable proximity to major noise sources.

ACOUSTICAL SCALE

dBa	HUMAN RESPONSE	OUTDOOR	INDOOR
160			
155	Lethal		
150			
145			
140	Painfully Loud	sonic boom	
135			
130			
125		jet take-off at 200'	
120			oxygen torch
115			discotheque
110	Physical Discomfort	motorcycle at 20'	
105			
100		power mower	
95		diesel pump at 100'	
90		freight train at 50'	food blender
85	Annoying	freeway traffic at 50'	alarm clock
80			
75			
70		average traffic at 100'	vacuum cleaner
65			electric typewriter
60	Intrusive		
55			
50			normal conversation
45		light traffic at 100'	refrigerator
40			
35			whispering
30			
25	Quiet		
20			
15			
10		leaves rustling	
5			
0	Threshold of Hearing		
dBa			

RANGE OF TYPICAL OUTDOOR NOISE ENVIRONMENTS
EXPRESSED IN TERMS OF DAY NIGHT SOUND LEVEL (Ldn), dB*

QUALITATIVE DESCRIPTIONS	L _{dn} DAY-NIGHT SOUND LEVEL DECIBELS	OUTDOOR LOCATIONS
City Noise (Downtown Major Metropolis)	-90-	Los Angeles - 3rd Floor Apartment Next to Freeway
	-89-	Los Angeles - 3/4 mile from Touch Down at Major Airport
	-88-	
Very Noisy	-87-	
	-86-	Los Angeles - Downtown with Some Construction Activity
	-85-	
Noisy Urban	-84-	Harlem - 2nd Floor Apartment
	-83-	
	-82-	
Urban	-81-	
	-80-	Boston - Row Housing on Major Avenue
	-79-	
Suburban	-78-	
	-77-	Watts - 8 miles from Touch Down at Major Airport
	-76-	
Small Town & Quiet Suburban	-75-	Newport - 3.5 miles from Takeoff at Small Airport
	-74-	
	-73-	
Suburban	-72-	Los Angeles - Old Residential Area
	-71-	
	-70-	
Small Town & Quiet Suburban	-69-	
	-68-	Fillmore - Small Town Cul-de-Sac
	-67-	
Suburban	-66-	San Diego - Wooded Residential
	-65-	
	-64-	
Small Town & Quiet Suburban	-63-	
	-62-	California - Tomato Field on Farm
	-61-	
Suburban	-60-	
	-59-	
	-58-	
Small Town & Quiet Suburban	-57-	
	-56-	
	-55-	
Suburban	-54-	
	-53-	
	-52-	
Small Town & Quiet Suburban	-51-	
	-50-	
	-49-	
Suburban	-48-	
	-47-	
	-46-	
Small Town & Quiet Suburban	-45-	
	-44-	
	-43-	
Suburban	-42-	
	-41-	
	-40-	

* From : Technical Supplement to Noise Element Guidelines; California Office of Noise Control, February, 1976.

EFFECTS OF STRUCTURES AND VEGETATION

Surface noise contours are drawn for a natural ground surface and do not take into account the extent that noise levels are attenuated by structures and sound barriers. The problem with taking these factors into account is extremely complex. A building, for example, may intercept and reduce noise in one direction but may also reflect and augment noise in another direction.

In general terms, the order of magnitude of urban influences upon sound propagation may be illustrated by the following examples:

- . Scattered individual small houses have no identifiable significant shielding effect on noise exposure levels at areas farther away from the source.
- . Regularly arranged rows of individual houses, occupying 40 percent to 60 percent of the length of the row will provide about 3 db of noise reduction for similar houses in the second row away from the source. Houses occupying 70 percent to 90 percent of the row will provide about 5 db reduction for similar houses in the second row away from the source.
- . Similar houses in third and subsequent rows will be afforded about the same degree of noise reduction up to ten decibels.
- . Continuous, connecting or nearly connecting rows of building can act as shielding barriers reducing noise at the next row away from the source as much as 20 db, or as little as 5 db, depending upon the heights and configurations of the respective buildings.
- . Only a broad belt of dense forestation is likely to act as an effective noise shield. A depth of about 100 feet of fully crowned trees and dense underbrush will reduce noise about 5 db; 500 feet of comparable forestation will decrease noise about 10 db.

STRUCTURAL IMPROVEMENTS FOR NOISE REDUCTION

Title 25, Section 1092, of the California Administrative Code specifies, in substance, that the interior community noise equivalent level (CNEL) in specified dwellings attributable to exterior noise shall not exceed 45 db, and that an acoustical analysis of such dwelling shall be provided by a proponent in areas in which the exterior CNEL exceeds 60 db.

Architects in general are sufficiently well-informed to provide adequate means of noise reduction from the exterior to the interior, especially for dwellings and other buildings that are to be placed in an area of significant exterior noise impact. Also, the California State Department of Housing and Community Development has been preparing a booklet on the specifics of sound insulation which should be of assistance to builders and building officials alike.

There remains, however, a need for qualitative information on typical practicable structural improvements which afford effective and economically bearable noise reduction from the exterior to the interior in new structures located in areas where the total exterior CNEL or Ldn ranges approximately from 60 to 70 db.

The following structural improvements are suggested:

1. Slab foundations would preclude appreciable noise leakage into the ground floor from underneath.
2. No sliding doors on the side of the building that faces the principal source of noise. Sliding doors along the "noise shadow" side and the sides of the building at approximately right angles to the principal noise source are generally acceptable, provided that they are sealed when closed.
3. Windows facing the principal noise source should be equipped with special glass panes of a nature consistent with the noise exposure. Windows facing in other directions may be made of ordinary glass, but their frames and openable panels should be sealed when closed, as in all noise-exposed windows.
4. No jalousie-type windows.
5. Use of staggered studs, cavity-fill-type insulation, and thicker-than-one-half-inch sheetrock or stucco, should be considered primarily for walls and roof-ceiling panels facing the principal noise source and only secondarily for walls siding at approximately 90 degrees to the principal noise source and for walls in the noise shadow.
6. Workmanship of exterior walls, ceilings, doors, and openable windows and glass doors should be such as to avoid cracks and other openings. This may require caulking, for example, when overlaps of structural elements are not sufficient to close a noise-flanking path.
7. Fireplace flues should be equipped with a tightly closing damper.
8. No direct openings from the exterior to the interior, such as mail slots or ordinary attic vents on the wall or roof facing in the direction of the principal noise source.
9. No metal pipes (for example water pipes or other utility conduits) should pass through an exterior wall or roof facing in the direction of the principal noise source.
10. There should be no back-to-back metal boxes (for example, electrical outlet or fuse boxes) in exterior walls facing the principal noise source.

11. All air ducts, connectors, and elbows should contain an interior lining of fiberglass insulation at least one-half inch thick and at least five feet in length (or other acoustic treatment equivalent in duct-noise reduction) just prior to any room delivery vent or exhaust vent. Where total duct length is less than five feet, fiberglass lining of the entire duct length is deemed to be sufficient.
12. All ceiling and exhaust ducts in rooms having a wall or roof that faces the principal noise source should be provided with a bend in the duct so that there is no direct line of sight through the duct from the venting cross-section to the room-opening cross-section.
13. Each dwelling should be equipped with a manually operated switch to actuate the blower of the central ventilating system, to provide a complete hourly air change at least equal to that required by the Uniform Building Code for rooms other than bathrooms, whenever a resident wishes to obtain interior ventilation with the windows closed, and whenever it cannot be shown, to the satisfaction of the Building Official, that the prevailing wind, captured by an air intake, is adequate to provide the said air change without added blowing. It should be noted that the maximum noise level in interior dwelling spaces, created by the said central ventilating, must not exceed 40 dbA at the center of each respective room.
14. Allowance should be made for internal noise attenuation afforded by carpeting and furnishing in determining the exterior-to-interior noise reduction required. Wall-to-wall carpeting adds approximately 1 db, and drapes and ordinary bedroom and living quarter furnishing can increase internal noise attenuation from 1 to 3 db.

The improvements require specific quantitative evaluation which varies from project to project. The suggested list of improvements offers qualitative guidance only and does not substitute adequately for a quantitative analysis or evaluation.

CALIFORNIA VEHICLE CODE

27160. Motor Vehicle Noise Limits

(a) No person shall sell or offer for sale a new motor vehicle which produces a maximum noise exceeding the following noise limit at a distance of 50 feet from the centerline of travel under test procedures established by the department:

1)	Any motorcycle manufactured before 1970	92 dbA
2)	Any motorcycle, other than a motor-driven cycle, manufactured after 1969, and before 1973	88 dbA
3)	Any motorcycle, other than a motor-driven cycle, manufactured after 1972, and before 1975	86 dbA
4)	Any motorcycle, other than a motor-driven cycle, manufactured after 1974, and before 1978	80 dbA
5)	Any motorcycle, other than a motor-driven cycle, manufactured after 1977, and before 1988	75 dbA
6)	Any motorcycle, other than a motor-driven cycle, manufactured after 1987	70 dbA
7)	Any snowmobile manufactured after 1972	82 dbA
8)	Any motor vehicle with a gross vehicle weight rating of 6,000 pounds or more manufactured after 1972, and before 1975	88 dbA
9)	Any motor vehicle with a gross vehicle weight rating of 6,000 pounds or more manufactured after 1972, and before 1975	86 dbA
10)	Any motor vehicle with a gross vehicle weight rating of 6,000 pounds or more manufactured after 1974, and before 1978	83 dbA
11)	Any motor vehicle with a gross vehicle weight rating of 6,000 pounds or more manufactured after 1977, and before 1988	80 dbA
12)	Any motor vehicle with a gross vehicle weight rating of 6,000 pounds or more manufactured after 1987	70 dbA
13)	Any other motor vehicle manufactured after 1965, and before 1973	86 dbA
14)	Any other motor vehicle manufactured after 1972, and before 1975	84 dbA
15)	Any other motor vehicle manufactured after 1974, and before 1978	80 dbA
16)	Any other motor vehicle manufactured after 1977, and before 1988	75 dbA
17)	Any other motor vehicle manufactured after 1987	70 dbA

(b) Test procedures for compliance with this section shall be established by the department, taking into consideration the test procedures of the Society of Automotive Engineers.

Relationship of Plan With Other Agencies

Although the General Plan is oriented to the City of Napa's concerns and opportunities, the City does not act independently; land use decisions made in Napa may influence or be influenced by other agencies. This section reviews the relationship between the General Plan and those agencies.

Napa County

The City of Napa is surrounded by Napa County lands, most of which are in large lots (over 5 acres, up to several hundred acres) in agricultural or rural uses. The County's General Plan is committed to concentrating residential growth within existing urban areas, to reserve agricultural lands for agricultural uses, and to reduce potential conflicts from mixing agricultural and urban uses. County large lot zoning supports these goals. The County's current plan designates several areas as Transition Areas, defined as locations appropriate for urban expansion beyond the year 2000. These transition zones are under reconsideration as part of County General Plan revisions.

Additional urban development is likely to occur in American Canyon, affecting Napa's plans to retain a greenbelt along the City's southern boundary. Whereas previous attempts at incorporation have failed, the possibility of urban growth of American Canyon remains. Furthermore, American Canyon shares Napa's solid waste disposal site, which has a limited capacity. If American Canyon were to incorporate and/or expand to the north, the two jurisdictions should coordinate on the provision of urban services and maintenance of greenbelt lands.

Development of County industrially zoned lands south of the City could also affect the City's commitment to the RUL and plans for urban service extensions. Whereas the City has no legal jurisdiction over development in these areas, it should work with the County to anticipate potential problems.

A significant amount of unincorporated land lies entirely within City boundaries. These areas, mainly developed at urban densities but often without curbs, gutters and sidewalks, are referred to as County islands. The islands are serviced by a mix of City and County public services: the residents contract for City water, yet are not served by City police or fire departments. Incorporation of County islands is encouraged by the City, County and LAFCOM in order to reduce servicing inefficiencies and costs.

The City and Napa County have a symbiotic relationship: each depends upon the other for certain needs. The City provides many urban services to residents of Napa County. The City serves as the region's principal commercial, business and government center as well as providing considerable employment opportunities and social functions. A large percentage of the region's affordable housing needs are and will be met by residential development in the City, particularly considering the County's limit on residential development (Measure A). Transit services between City and County areas are coordinated. The County's wine industry helps City businesses and provides opportunities for tourist-oriented uses.

Local Agency Formation Commission (LAFCOM)

LAFCOM is a State agency operating within and funded by county government. Its purposes are to promote orderly development, to discourage urban sprawl and to promote coordination of local government agencies. LAFCOM adopts a sphere of influence which is defined as a "plan for the probable estimated physical boundaries and service area of a local government agency."

Napa's LAFCOM is made up of two County supervisors, two City Council members, and one public member. The commission has jurisdiction over the incorporation of cities, the formation of special districts and annexations to local agencies.

LAFCOM's Sphere of Influence for the City of Napa approximates the RUL. Major differences are exclusion of the State Hospital and the Stanly Ranch from the sphere line. The line also roughly coincides with the Napa Sanitation District service line. Annexation of an area to the Sanitary District requires annexation to the City.

Association of Bay Area Governments (ABAG)

ABAG is a voluntary regional agency composed of local governments within the nine Bay Area counties. In addition to undertaking regional planning studies on topics such as housing, economics, environmental management, open space and conservation, ABAG also serves as the regional clearinghouse for Federal grant applications.

ABAG, in cooperation with other State, regional and local agencies, has prepared a Water Quality Management Plan for the Bay Area (1978; amended 1980). This report identifies specific watershed problem areas in Napa and recommends policies and actions to address these problems. Compliance with ABAG's erosion control and wastewater discharge standards will soon be mandatory for local governments.

Bay Area Air Quality Management District (BAAQMD)

The BAAQMD has jurisdiction over stationary sources of potential air pollution; automobile air pollutants are regulated by the State Air Resources Board. The BAAQMD has prepared an Air Quality Management Plan (AQMP, 1979) which sets an acceptable level of air quality as it relates to Napa's growth and recommends measures to minimize air pollution. Napa's General Plan conforms to the AQMP.

State/Regional Water Quality Control Board

The Regional Water Quality Control Boards are empowered by the State Legislature to review water quality problems and projects which would affect water quality. They issue standards for activities that would affect water quality in the hydrographic area assigned to each board. Napa is in the San Francisco Bay Region, which includes the nine Bay Area counties. The authority for review and regulation of water quality comes from the Federal Environmental Protection Agency through the State to the regional boards.

The Bay Area regional board has participated with ABAG in preparing the Water Quality Management plan, mentioned above. If local governments' plans and ordinances do not comply with these adopted standards, the regional board will assume development review over development projects that affect water quality.

Metropolitan Transit Commission (MTC)

The California Legislature set up MTC in 1970 to serve as a comprehensive transportation planning and programming agency for the nine Bay Area counties. In this capacity, MTC develops transportation corridor plans and approves Federal and State transportation grants. The commission certifies that local projects are consistent with regional transit/transportation policies.

State Resources Agency

The State Resources Agency has established a wetland policy to be observed by all departments, boards or commissions of the Resources Agency when developing projects or when authorizing or influencing private or public projects. The State wetland policy will apply to Napa's decisions regarding development proposals in the southern marsh areas, including areas that are either existing or historic wetlands.

The Department of Fish and Game functions within the Resources Agency. The Department must review all proposed activities in existing and degraded wetlands, as defined by State code. State legislation (Senate Concurrent Resolution No. 28, April 18, 1979) directs Fish and Game to prepare a plan to protect, manage and restore wetlands.

In addition, the department may recommend erosion and sediment control standards, setbacks and other mitigation for development within the stream watershed, particularly those streams that support important fisheries. In Napa, there are six streams of value to the Steelhead trout (See Conservation Element).

The California Department of Transportation (CalTrans)

CalTrans is responsible for planning, developing, and maintaining State highways and ancillary facilities within Napa's Highways 12, 29, 121, 128 and 221. The City must coordinate with CalTrans on plans to modify intersections, build overpasses, erect directional signs, etc., as discussed in the Circulation Element.

State Lands Commission

The State Lands Commission has jurisdiction over public trust lands, which are lands in public ownership as a result of historic grants, ownership agreements or historic mean high tide levels. The Commission regulates activities and development in these areas.

The State Office of Planning and Research (OPR)

OPR coordinates and acts as the clearinghouse for Environmental Impact Reports, formulates General Plan guidelines, and monitors and fosters legislative programs. Napa's General Plan must abide by OPR's regulations for General Plan and EIR certifications. OPR also provides assistance and advice on planning matters and related functions.

U.S. Army Corps of Engineers

The Army Corps of Engineers has jurisdiction over the shoreline to four feet above mean high tide in San Francisco Bay and navigable waterways connected to the Bay including portions of the Napa River. The Corps is responsible for virtually anything that affects the public interest in navigable waters, including environmental, social, and economic impacts and water quality problems.

Soil Conservation Service, U.S. Department of Agriculture

The U.S. Soil Conservation Service (SCS) classifies soils for agricultural and other land use suitability, and recommends erosion control and drainage measures to prevent loss of soil due to development. The SCS has a farmland inventory for Napa County which classifies agricultural soils as prime, unique, or of statewide or local importance. The soils map also indicate which lands are susceptible to landslides, erosion, expansion, liquefaction and other seismic hazards.

ORGANIZATIONS AND PERSONS CONTACTED

Organizations

Napa County

LAFCOM

Association of Bay Area Governments

Division of Mines and Geology

Bay Area Air Quality Control Board

Regional Water Quality Control Board

Metropolitan Transit Commission

Napa Valley Unified School District

Farm Bureau

State Resources Agency

Office of Planning and Research

Department of Health Services,
Office of Noise Control

Department of Fish and Game

Air Resources Board

CalTrans

Department of Housing and
Community Development

Soil Conservation Service

Napa Sanitation District

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Over 200 Public Workshop
Participants

ACKNOWLEDGEMENTS

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Phyllis Moore, Mayor	1980 to 1984	Arlene Corsello	1986 to
Robert Pelusi, Mayor	1984 to	Dave Crawford	1982 to 1986
		Ed Huber	1986 to
		Mike Joell	1982 to 1986
		Dorothy Searcy *	1974 to 1981
		Sue Dee Shenk	1984 to
		Floyd Stone	1980 to 1984
		Brad Wagenknecht	1984 to
		Alan Young *	1981 to 1982

PLANNING COMMISSION

Jo Ann Busenbark	1985 to	Diana Mitchell *	1976 to 1981
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Stephen J. Davis	1981 to 1984	Sandi Perlman	1984 to
Adam Digennaro	1984 to 1986	Carol Poole	1985 to
Carol Duvall	1983 to 1984	Tom Salsman	1981 to 1983
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		Bob White	1981 to 1983

HOUSING COMMISSION

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Judith Hensley	1986 to	Alma Olejniczak *	1980 to 1982
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C124890817

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June, 16, 1987

GENERAL PLAN REVISIONS

The City's General Plan has been amended several times since it was last updated prior to reprinting this year. Because of its importance to land use regulation, the Planning Department makes replacement sheets available periodically. In this way, each General Plan document can be kept current.

Attached are a set of replacement/insert sheets. A revision date has been added to the lower left portion of the page; the section or sections of the text which have been revised are indicated by the amending resolution and adoption date. Please replace or insert the pages as indicated by the page number. Single-sided replacement/insert sheets are provided for those individuals with spiral bound copies. Double-sided replacement sheets are available upon request for individuals with three ring binders.

Attachments: General Plan replacement/insert sheets

3. Environmental concerns, such as geologic and soil hazards, protection of wildlife habitats and open space, flood hazards, fire hazard, noise and air quality concerns, etc. shall be mitigated.

When development within the density range prescribed by the Land Use Element is inconsistent with the policies of the Seismic Safety/Safety, Conservation or Open Space Elements, a reduction in project size, scale and density (to less than the minimum) may be authorized by the City Council with the finding that:

- (a) the site has specific physical constraints, which may include geologic, flood, fire or erosion hazards, that substantially limit design and development alternatives (e.g. a project located on steep, potentially unstable slopes that would require extensive grading); or
- (b) the site has specific environmental resources, which may include riparian or marshland/wetland areas, that would be adversely affected by a project developed at the minimum densities prescribed by the General Plan (e.g. a site with extensive riparian habitat which limits the potential area available for development).
- (c) the site is adjacent to or in close proximity to (e.g. within 1/4 mile) important agricultural resources (e.g. lands designated Agricultural Resource in the Napa County General Plan, the designation used to identify agricultural lands scheduled for long term preservation, or other areas devoted to permanent agricultural activities which in the City Council's judgement are significant regardless of land use designation), that would be adversely affected by a project developed at the minimum densities prescribed by the General Plan.

(Amend. Res. 87-099, 4/7/87)

4. Neighborhood Character: A residential project shall be compatible with, although not necessarily identical to, the character of the neighborhood in which it is located. The density, housing style, height, setbacks and overall design of the existing neighborhood shall be considered when evaluating the compatibility of residential projects. A reduction in minimum project density may be authorized by use permit in accord with the following schedule when the City Council finds that the reduction is the only feasible way to insure that the project is compatible with the existing residential neighborhood:

Density Reductions

Medium Density Residential-not less than 5 dwellings per acre.

High Density Residential-not less than 9 dwellings per acre.

Reduction in density pursuant to this policy shall not be available for a project located in an area which, where taken on a whole, is only partially developed, and classified by the Land Use Element for a higher, future urban density, when the findings required to increase the intensity of use on the property are established after public hearing pursuant to the Standards to Increase Intensity of Use (ref. pp 6-115 and 6-116).

5. Relation to Napa's share of regional housing need and the City's 75,000/2000 policy should be considered. Requests for increased density that would contribute to a rate of change beyond that which is consistent with the 75,000/2000 policy should be found to be premature. Projects that provide housing affordable to very low, and low and moderate income persons should be encouraged and found to be timely.

(Amend. Res. 85-407, 11/25/85)

Consistency of Land Uses with the General Plan

Napa's Zoning Ordinance will require a finding that a proposed use conforms to the designation of the General Plan. The Ordinance also provides that uses which were lawfully established but are not listed in the Ordinance as permitted in the zoning district in which they are located may be continued but limitations are placed on their re-establishment, maintenance and expansion.

These special provisions for conformity with the General Plan and Zoning Ordinance are intended to encourage eventual conversion of land uses so that in time all will be consistent with the uses proposed in the Plan and permitted in the Ordinance. In practice, however, uses may be very slow to convert, particularly in times when there is not a great deal of economic incentive for conversion. Therefore, there is no intent in the General Plan that sanctions be taken against uses that conform to zoning but do not conform to the General Plan. Such uses may continue and be replaced, as long as they conform to zoning regulations.

The intention of the General Plan is to designate appropriate and logical arrangements of land uses while recognizing that in some areas uses exist that are not in conformity with the designation. It should be kept in mind that the timing of change is an ingredient in the consistency factor. When judging whether or not a proposed use conforms to that whether or not a proposed change meets the Standards for Increased Intensity of Use and is found timely.

- d. Environmental Constraints: All environmental constraints, including geologic, flood, and fire hazards, erosion potential, presence and value of wildlife habitats, and air and water quality limitations shall be identified, analyzed and mitigated consistent with General Plan policies. Mitigation may include reduction in project size and scale (only if there is no other feasible mitigation measure), resiting and redesign of development, and other appropriate on and off-site measures.)

When development within the density range prescribed by the Land Use Element is inconsistent with the policies of the Seismic Safety/Safety, Conservation or Open Space Elements, a reduction in project size, scale and density (to less than the minimum) may be authorized by the City Council with the finding that:

- (1) the site has specific physical constraints, which may include geologic, flood, fire or erosion hazards, that substantially limit design and development alternatives (e.g. a project located on steep, potentially unstable slopes that would require extensive grading); or
- (2) the site has specific environmental resources, which may include riparian or marshland/wetland areas, that would be adversely affected by a project developed at the minimum densities prescribed by the General Plan (e.g. a site with extensive riparian habitat which limits the potential area available for development); or (Amend. Res. 85-407, 11/25/85)
- (3) the site is adjacent to or in close proximity to (e.g. within 1/4 mile) important agricultural resources (e.g. lands designated Agricultural Resource in the Napa County General Plan, the designation used to identify agricultural lands scheduled for long term preservation, or other areas devoted to permanent agricultural activities which in the City Council's judgement are significant regardless of land use designation), that would be adversely affected by a project developed at the minimum densities prescribed by the General Plan. (Amend. Res. 87-099, 4/7/87)

- e. Neighborhood Character: A residential project shall be compatible with, although not necessarily identical to, the character of the neighborhood in which it is located. The density, housing style, height, setbacks and overall design of the existing neighborhood shall be considered when evaluating the compatibility of residential projects. A reduction in minimum project density may be authorized by use permit in accord with the following schedule when the City Council finds that the reduction is the only feasible way to insure that the project is compatible with the existing residential neighborhood:

Density Reductions

Medium Density Residential-not less than 5 dwellings per acre.
High Density Residential-not less than 9 dwellings per acre.

Reduction in density pursuant to this policy shall not be available for a project located in an area which, where taken on a whole, is only partially developed, and classified by the Land Use Element for a higher, future urban density, when the findings required to increase the intensity of use on the property are established after public hearing pursuant to the Standards to Increase Intensity of Use (ref. 6-13 and 6-14). (Amend. Res. 85-407, 11/25/85)

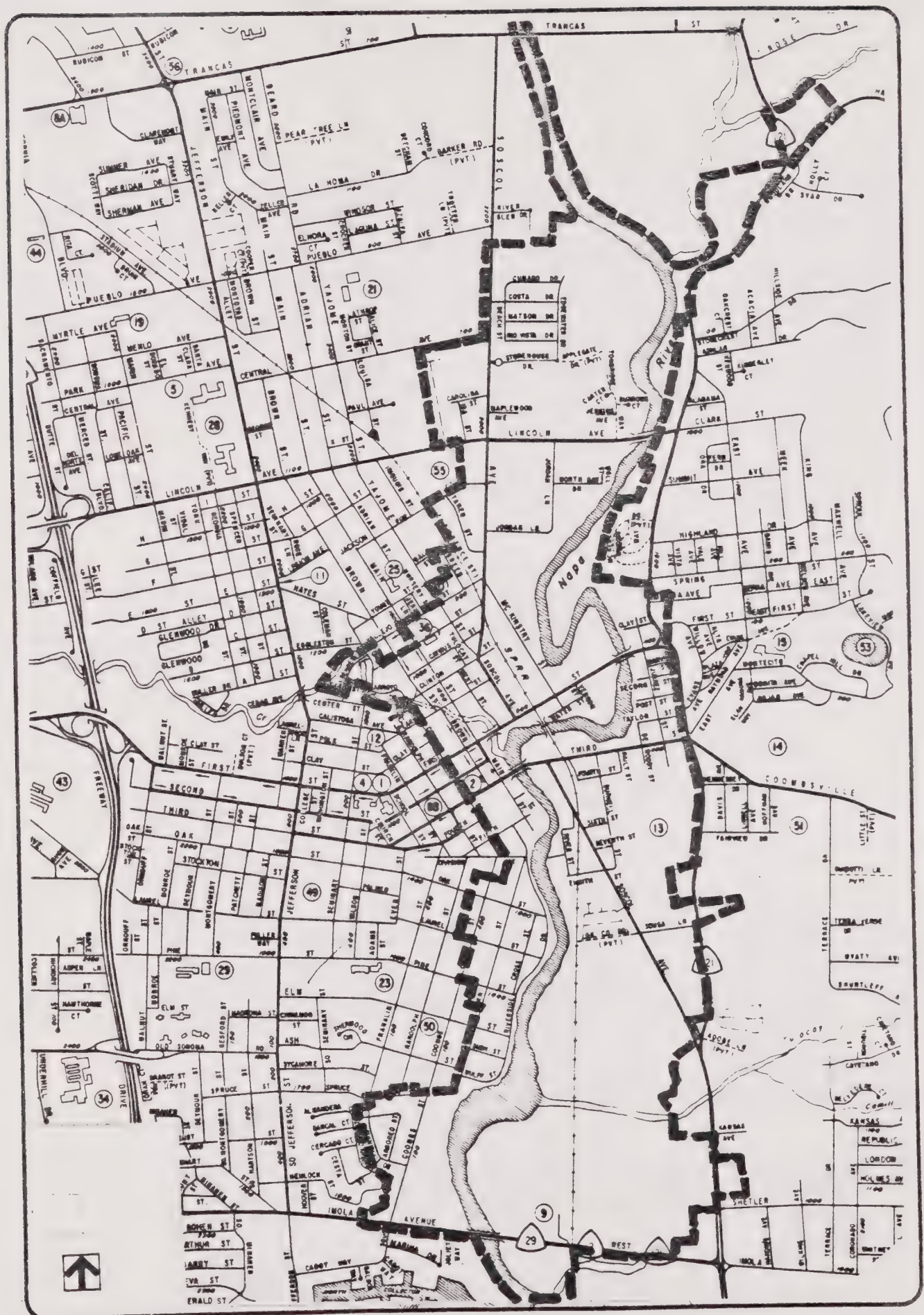
- f. Affordability of Housing: Project densities may be increased through density bonuses (See Housing element) to facilitate the near and long-term provision of affordable housing. On-site design alternatives such as uncovered parking or reduced unit size may be permitted to reduce construction costs.
2. Project density shall be calculated according to the number of units per gross acre within the property boundaries shown on the recorded map, including lands set aside as natural areas (e.g., slopes in excess of 30% and areas below the top of the streambank.)
3. Additional residential units (i.e. those not limited by size except by setbacks and lot coverage) shall be allowed without subdivision where compatible with the neighborhood, where parking and service requirements can be met, and where consistent with General Plan density limits.
4. An accessory dwelling unit shall be permitted in all residential districts with a use permit. An accessory dwelling is exempt from the density limits of its district.
Admin. Rev. 6/16/87 (Amend. Res. 83-304, 12/6/83)
5. Mixed residential/commercial development shall be permitted in neighborhood commercial areas.
6. Residential units shall be permitted above commercial uses in downtown commercial areas where parking requirements can be met and where street capacities can accommodate the additional intensity.
7. Manufactured housing shall be allowed in all residential areas.
8. The Special Residential Policy, allowing 25 to 60 units per acre to facilitate affordable elderly or handicapped housing may be permitted in areas designated for High Density Residential use where the project site is proximate to transit, medical services and commercial facilities, and where consistent with other General Plan policies. Special Residential developments will be subject to a use permit in response to an application for a specific project.

SEISMIC SAFETY/SAFETY ELEMENT

Policies (continued)

- 5a. Residential developments of more than four units on property in the Flood Evacuation Area shall only be permitted when the flood evacuation needs of the future residents have been addressed to the satisfaction of the Public Works Director; this shall also include subdivisions with a development potential of more than four units. In determining the adequacy of flood evacuation needs, the Public Works Director shall consider the existing and future street, drainage and flood control facilities that could affect the proposed development as well as the technical and economic feasibility of required evacuation procedures. The minimum residential densities of the General Plan shall not apply to residential developments of more than four units including potential units which could result from the subdivision of property in the Flood Evacuation Area.

(Amend. Res. 87-165, 6/2/87)



Flood Evacuation Area City of Napa, California

Community Facilities

Other land areas throughout the City such as the Napa fairgrounds, cemeteries, reservoirs, Napa State Hospital (outside City limits) and other community facilities serve as open space. Landscaped grounds provide attractive relief from the urban environment. Lawns, trees, and shrubs also help maintain air quality. Some facilities such as the hospitals, golf course and cemeteries serve as walking or sitting areas for the public or patrons. Landscaped street medians and setbacks also enhance the visual quality of Napa. New community facilities, streets and parking lots should be designed to maximize open space amenities through landscaping, provision of paths and seating or picnic areas, accessibility to the public and consideration of environmental and public safety constraints. Water and energy conservation measures should be incorporated (See Conservation Element).

GOAL, POLICIES

Goal

The Goal of the Open Space Element is to protect open space land for natural resources, for the managed production of food and fiber, for the enjoyment of scenic beauty, for recreational and educational use, for public health and safety, and to prevent premature and unnecessary conversion of open space land to urban development.

Policies

A. Open Space for Natural Resources

1. Resource: Greenbelt lands outside the RUL, and streams, and other wildlife habitat areas within the RUL.

Policies:

- a. Urban development shall be concentrated within the RUL so as to preclude expansion of the urban area onto greenbelt lands. Urban development within the RUL Line shall be designed and developed to minimize any long-term adverse affects on Napa's agricultural resources, particularly those adjacent to the RUL Line.
(Amend. Res. 87-099, 4/7/87)
- b. The City will encourage the County to maintain a greenbelt beyond the RUL and request County to limit uses to primarily agricultural and very low density residential.
- c. Marshlands shall be protected in accordance with Fish and Game control, air quality, educational and recreational purposes. (See Conservation Element).
- d. Wildlife habitats shall be protected as open space lands in accordance with the Conservation Element.

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